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commissioner's report

County of Renfrew - City of Pembroke
RESTRUCTURING STUDY



COMMISSIONER'S REPORT

County of Renfrew - City of Pembroke

RESTRUCTURING STUDY

42 CHARLES STREET EAST, 8TH FLOOR • TORONTO M4Y 1T4 • (416) 925-7733

A project undertaken with the support
of the Government of Ontario through
the Ministry of Treasury, Economics
and Intergovernmental Affairs

Study Commissioner: Eric Hardy

STUDY COMMITTEE

Co-Chairmen

Mayor H. Brown, City of Pembroke and Warden W. Raglin, County of Renfrew

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Reeve K. Black, Township of Stafford

Alderman W. Charbonneau, City of Pembroke

Deputy-Mayor (Mrs.) D. Devine, City of Pembroke

Reeve G. du Manoir, Township of Rolph, Buchanan, Wylie and McKay

Reeve (Mrs.) A. Green, Town of Renfrew

Reeve W. Kennery, Township of Griffith and Matawatchan

Alderman F. Lafrance, City of Pembroke

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Reeve H. Robinson, Village of Cobden

Reeve F. Russett, Township of McNab

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Reeve A. Shulist, Township of Hagarty and Richards

Co-Secretaries

E. M. Fraser, County Administrator and D. P. Scott, City Clerk-Treasurer

Provincial Liaison: Clive Doucet, Local Government Organization Branch,
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July 1976

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County of Renfrew - City of Pembroke

RESTRUCTURING STUDY

42 CHARLES STREET EAST, 8TH FLOOR • TORONTO M4Y 1T4 • (416) 925-7733

July 12, 1976

The Honourable W. Darcy McKeough
Treasurer of Ontario and Minister of
Economics and Intergovernmental Affairs

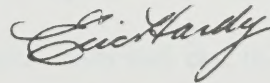
Warden Wilbert Raglin, and
Members of Renfrew County Council

Mayor Henry Brown, and
Members of Pembroke City Council

Ladies and Gentlemen:


I have the honour herewith to present my report and recommendations
for the restructuring study.

Respectfully submitted,



Commissioner

LOCAL INFORMATION OFFICES:



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FOREWORD

With the completion of this report comes the time to acknowledge the generous help from so many quarters towards the work of the restructuring study.

First I thank three successive Wardens, Robert Seguin, Frank Russett and Wilbert Raglin and two successive Mayors, George Abdallah and Henry Brown who served in turn as co-chairmen of the Study Committee. Each has taken a strong and constructive personal interest in the progress of the undertaking.

Next I am grateful to my Committee members and other members of the County, City and local councils for their strongly manifest interest.

Then I think of the ready help that has come from appointed municipal officials throughout the study area, spearheaded by the continuing kindly cooperation of two people--the County Administrator, E. M. Fraser, and the Clerk-Treasurer of the City, D. P. Scott. I am indebted to too many others for it to be possible to single them out for special mention except to note with appreciation the work of the municipal clerks in responding to questionnaires.

Provincial Government backing has successfully combined scrupulous non-interference and prompt compliance with our requests for information. I acknowledge the discreet communications of Mr. Gardner Church, head of the Treasury's Restructuring Policy Section, the lively, stimulating interest taken by the Liaison Officer for the study, Clive Doucet, and generous responses to repeated calls for assistance from at least eight other Ministries.

Recognition is also made of special projects carried out by the County Planning Officer, the Renfrew Regional Assessment Office and the Eastern Ontario Regional Office, Advisory Services Branch of the Treasury.

Finally, a host of individuals throughout the County have made important contributions to the restructuring project.

In writing the report, I have tapped a wide variety of sources within and beyond the research program. Having chosen to forego a footnoted text, I have made less than adequate acknowledgement of my references. I note here a prime source not otherwise recognized, the highly valuable history published by the County in 1970, "The Upper Ottawa Valley" by Clyde C. Kennedy.

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COMMISSIONER'S REPORT

1 INTRODUCTION

This report presents the results of a study extending for a little more than one and one-half years, counting the time spent in preparing a study prospectus containing the work plan and budget for the study. The prospectus was approved by the Councils of the County of Renfrew and the City of Pembroke, the two sponsoring municipalities, and by the Provincial Treasurer and Minister of Economics and Intergovernmental Affairs on behalf of the Provincial Government.

The report concludes a comprehensive study of desirable restructuring for municipal government purposes covering the City and the County, the 36 local municipalities that make up the administrative County and adjacent areas which, as commissioner, I found to be sufficiently related to the study area to warrant examination.

The study program, now complete, has included:

- * familiarization field tours of the study area
- * meetings with the City Council, the County Council, the councils of the 36 local municipalities and a study committee composed of elected County and City councillors
- * extensive discussions with various appointed officials of the municipalities and associated local boards
- * a substantial number of private interviews with selected community leaders not serving at the time on municipal councils
- * meetings with the Commander and senior officers of the Forces Base at Petawawa and with the Manager of the Golden Lake Indian Reserve
- * meetings and discussions with elected representatives and appointed officials from areas adjacent to the County and with the study commissioners responsible for restructuring studies of Ottawa-Carleton, Lanark and Prescott and Russell
- * meetings and discussions with a wide range of Provincial officials

- * open house discussions with interested citizens in ten centres throughout the study area
- * two series of public meetings, the first in five, the second in six locations throughout the County
- * an all-day study session at which persons from all parts of the study area were in attendance
- * the receipt of written submissions, four days of public hearings and the receipt of further submissions following the hearings
- * collection and analysis of research data, chiefly from municipal and Provincial sources
- * preparation and distribution of three required study documents and a further printed statement, "Proposals in Outline", not anticipated in the study prospectus.

The study commissioner is expected to be a suitably qualified independent person chosen by the participating municipalities and acceptable to the Provincial Government. The commissioner is responsible for providing supporting staff that is acceptable to the participating municipalities and the Province. The terms of the commissioner's contract require him to produce a report summarizing the study findings and containing his personal recommendations for such restructuring as he believes to be warranted in the circumstances. The direction of the study and the production of a report and recommendations concluding the study are the individual responsibility of the commissioner. The recommendations represent the commissioner's own opinion of the changes that are warranted on the basis of the study. This report completes and complies with these requirements.

The study has resulted in the accumulation of a substantial amount of information and opinion. Considerable material has been presented in a study document entitled "Background Information". Much more remains as unpublished source material in the study files.

Valuable opinions have been elicited through the public hearing process. Other helpful opinions have been gleaned privately, making it impossible to identify the source in the commissioner's report.

The objective is to include in the report only such information and opinion as is needed to explain or reinforce important study findings and resulting recommendations.

Regional Government

The attitude of many people in the study area to regional government developments elsewhere in this Province and to the restructuring of the school system has had some negative consequences for this restructuring study. Some people, including certain elected representatives and appointed officials have been unwilling to cooperate fully in providing requested information and opinions. Efforts to achieve a broad program of public participation in the study undertaking have been made more difficult through local fears and antagonisms fed by prevalent attitudes to "regional government".

At one point during the all-day study session, a viewpoint was expressed that regional government was completely unacceptable, that restructuring appeared to be undesirable but that some reorganization of municipal government might be needed. What the speaker seemed to be saying was that certain structural changes might be warranted as long as they did not mirror the pattern of changes undertaken or encouraged by the Province elsewhere.

A climate of adverse opinion on regional government has also given people who are opposed to restructuring an opportunity to attack restructuring proposals merely by labelling them as "regional government changes" and for that reason alone totally unacceptable to the people of Renfrew County. Yet the County of Renfrew is large enough and sufficiently distinctive as a community to warrant describing it as a region. It can thus be said that the County has been served by a form of regional government from its inception.

Fear of regional government and dissatisfaction with restructuring of the school system have also proven beneficial to the present study in one way. As commissioner, I have been forced to be constantly alert to the potential dangers of promoting any form of restructuring that is based on anything less than the most

thorough consideration of the merits of proposed changes, when compared with existing conditions, that fails to fashion proposals for change within a framework of sound principles of organization and administration and that would appear to give any encouragement whatsoever to the adoption of changes with insufficient planning and preparation.

Expected Study Content

This restructuring study has been promoted by the Provincial Government. But it was initiated by the County of Renfrew and concurred in by the City of Pembroke. From the outset, members of both Councils were made aware of the fact that a restructuring study would examine and consider the need for changes relating to:

- * desirable changes in boundaries affecting the County and the local municipalities
- * the division of local government service responsibilities between the two levels of government
- * the use to be made of special purpose bodies, such as the health unit, utility commissions, library boards and recreation committees, in the handling of local government responsibilities
- * the systems of election or appointment of people to local government governing bodies
- * the appropriate division of service responsibilities between the Province and the municipalities serving the study area
- * changes in the method of financing local government operations that are considered essential
- * changes in the forms of political and administrative organization required to support the recommended municipal structure.

Thus the matters that I have examined should come as a surprise to no County or City councillor.

Proposals in Outline

On February 2, 1976 a four-page statement "Proposals in Outline" was made public. It had been distributed beforehand to all municipal elected representatives of the City of Pembroke and throughout the County of Renfrew. It contained

59 proposals for change--all clearly within the expected coverage of the restructuring study. The people throughout the study area were invited to explore the proposals with me, as commissioner, in six public meetings held in principal centres throughout the County, to endorse the proposed changes or to say why any or all of them would be undesirable or poorly suited to the needs of the Renfrew community.

This report takes account of the concerns about the proposals expressed at and following the public meetings together with alternative suggestions for improving the municipal structure.

Public participation throughout the study strongly influenced the form of the "Proposals in Outline". It has resulted also in modification and refinements of those proposals in this, the final Commissioner's Report.

2 THE AREA UNDER STUDY

Location

The County of Renfrew is situated in the northeastern part of southern Ontario. As Map 1 shows, it is bounded along the northeast for a distance of about 150 miles by the Ottawa River which forms the boundary between Ontario and Quebec. Along the west, the County abuts the District of Nipissing for a distance of some 125 miles. For more than two-thirds of this distance the same line is the boundary of Algonquin Provincial Park. The Park contains no organized municipalities except for a part of one municipality within the Provisional County of Haliburton. The portion of Nipissing lying to the south and east of the Park includes five geographic townships only one of which, Airy, is an organized municipality. On the southwest, the County of Renfrew touches Hastings County and, on the south, Lennox and Addington and Frontenac Counties. On the southeast where the County boundary coincides with the boundary of the Town of Arnprior it abuts the Regional Municipality of Ottawa-Carleton.

Renfrew is the most northerly of the Counties and other second-tier municipalities formed from counties through restructuring. The District Municipality of Muskoka reaches 23 miles further south than the most southerly point in Renfrew. The most northerly point in Renfrew is 52 miles further north than the most northerly point in Muskoka. Renfrew lies in the same general latitude as the District of Parry Sound and the southern half of the District of Nipissing. The developed pattern of main highways throughout southern Ontario has partially isolated the County of Renfrew from the more populous parts of southern Ontario, other than greater Ottawa.

The County's Size

The County of Renfrew together with the City of Pembroke covers an area of 3,116 square miles and, as such, is larger than any of the other traditional

map 1 COUNTY OF RENFREW AND ENVIRONS

County of Renfrew — City of Pembroke
Restructuring Study

LEGEND

- CITY
- TOWN
- ▲ VILLAGE
- ||||| BOUNDARIES OF COUNTIES, REGIONAL MUNICIPALITY AND GEOGRAPHIC DISTRICT
- BOUNDARIES OF TOWNSHIP MUNICIPALITIES
- BOUNDARIES OF GEOGRAPHIC TOWNSHIPS
- == PROVINCIAL HIGHWAYS
- ▲ OPEONGO MOUNTAIN RANGE
- BOUNDARY OF ALGONQUIN PARK

0 4 8 16 MILES

ALGONQUIN

PARK

NIPISSING

HASTINGS

LENNOX
AND
ADDINGTON

FRONTENAC

LANARK

OTTAWA-
CARLETON

MATTAWA

Cameron

Clara

Maria

Head

Rolph

DEEP RIVER

Wylie

Buchanan

McKay

Petawawa

PETAWAWA

Alice

PEMBROKE

Pembroke

Westmeath

BEACHBURG

COBDEN

Ross

Horton

BENFREW

Admaston

McNab

BRAESIDE

ARMSTRONG

West Carleton

Pakenham

Darling

Blythfield

Lavant

North Canonto

Miller

Matawatchan

Denbigh

Ashby

Mayo

Raglan

Carlow

Bangor

Radcliffe

KILLALOE STATION

Brudenell

Lyndoch

Griffith

Sebastopol

South Algona

North Algona

Hagarty

Sherwood

BARRY'S BAY

Jones

Lyell

Burns

Dickens

McKay

Petawawa

PETAWAWA

Alice

PEMBROKE

Pembroke

Westmeath

BEACHBURG

COBDEN

Ross

Horton

BENFREW

Admaston

McNab

BRAESIDE

ARMSTRONG

West Carleton

Pakenham

Darling

Blythfield

Lavant

North Canonto

Miller

Matawatchan

Denbigh

Ashby

Mayo

Raglan

Carlow

Bangor

Radcliffe

KILLALOE STATION

Brudenell

Lyndoch

Griffith

Sebastopol

South Algona

North Algona

Hagarty

Sherwood

BARRY'S BAY

Jones

Lyell

Burns

Dickens

McKay

Petawawa

PETAWAWA

Alice

PEMBROKE

Pembroke

Westmeath

BEACHBURG

COBDEN

Ross

Horton

BENFREW

Admaston

McNab

BRAESIDE

ARMSTRONG

West Carleton

Pakenham

Darling

Blythfield

Lavant

North Canonto

Miller

Matawatchan

Denbigh

Ashby

Mayo

Raglan

Carlow

Bangor

Radcliffe

KILLALOE STATION

Brudenell

Lyndoch

Griffith

Sebastopol

South Algona

North Algona

Hagarty

Sherwood

BARRY'S BAY

Jones

Lyell

Burns

Dickens

McKay

Petawawa

PETAWAWA

Alice

PEMBROKE

Pembroke

Westmeath

BEACHBURG

COBDEN

Ross

Horton

BENFREW

Admaston

McNab

BRAESIDE

ARMSTRONG

West Carleton

Pakenham

Darling

Blythfield

Lavant

North Canonto

Miller

Matawatchan

Denbigh

Ashby

Mayo

Raglan

Carlow

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BARRY'S BAY

Jones

Lyell

Burns

Dickens

McKay

Petawawa

PETAWAWA

Alice

PEMBROKE

Pembroke

Westmeath

BEACHBURG

COBDEN

Ross

counties or the restructured upper-tier municipalities. In population, the County and the City combined rank ahead of fifteen other traditional counties, including their cities and separated towns. Renfrew also has a slightly larger population than the Regional Municipality of Haldimand-Norfolk and the restructured County of Oxford. It contains more than two and one-half times the population of the District Municipality of Muskoka. Each of the other ten restructured municipalities is very much larger in population.

Topography

The County of Renfrew is divided between high and mountainous or hilly land of the Laurentian Shield and flatter lands along the Ottawa Valley and other major river systems flowing into the Ottawa. The Opeongo Mountain Range creates a sharp separation between the southerly portion and the remainder of the County. Yet there are extensive mountainous areas to the north. The Garipey Mountains are a striking feature of the landscape in the northwesterly part of Fraser township and the northeasterly part of Richards township. Indeed most of Fraser and North Algona townships are mountainous, while the Laurentian Shield is prominent also throughout McKay and Alice and the northern part of the Township of Wilberforce. There are, too, rock outcroppings from the river plainlands in the Township of Horton and in other locations adjacent to the Ottawa River. A chain of rivers and large lakes constituting the Madawaska River system originates in Algonquin Park and extends for a distance of more than 100 miles across the southerly portion of the County of Renfrew. Further north the Bonnechere River system also rises in the Park and traverses the County from west to east, feeding in and out of Round Lake, Golden Lake and Mud Lake en route. Other important river systems, all draining into the Ottawa River, include the Mink Creek-Snake River-Muskrat River system, the Indian River system, the Petawawa and Barron Rivers system and the Chalk River system.

One-third of the County of Renfrew is still Crown land. Most Crown land and much patented land is forest covered. Although the original stands of white

pine have entirely disappeared evergreens are in abundance and the height and girth of trees and the density of forested lands is most impressive.

The landscape combines alluvial river valley lands, rolling hills and sugar loaf mountains, great timber stands, mighty lakes and rivers, meandering streams and freshets, to create a County of breathtaking beauty and charm. With its sharply contrasting seasons, it offers much for the tourist and more for those who reside the year round within its boundaries.

The Local Municipal Units

The County contains a total of 37 geographic townships, about half of which are basically rectangular in shape and approximately of standard size, while the remainder are irregular in size and shape due to the adoption of rivers as survey boundaries and to shifts in the survey alignments.

Township municipalities have been formed in some instances from single geographic townships and in others by combining two, three or even four geographic townships to form one rural municipality, known as a Township. As Table 1 shows, Renfrew County is made up of 25 such incorporated rural municipalities along with twelve urban municipalities formed from township lands, including eight villages, three towns and one city which is not now a member municipality of the County.

Renfrew includes more member municipalities than any other second-tier government in Ontario. Its 36 participating municipalities compare with an average of under 19 municipalities in the other 25 traditional counties and of just over 8 in the restructured municipal systems.

Historical Background

What is now the County of Renfrew was first an early route followed by the French explorers and fur traders. Champlain's trip up the Ottawa in 1613 is the earliest documented account of travel by a white man through the County, but not the first. Both Etienne Brulé and Nicholas de Vigneau explored lands within the present County of Renfrew before Champlain. Fur

TABLE 1

County of Renfrew - City of Pembroke Restructuring StudyLOCAL MUNICIPALITIES SITUATED WITHIN THE COUNTY
(with 1975 Assessed Population and Areas of Townships in Square Miles)

CITY	<u>Population</u>	VILLAGES	<u>Population</u>
Pembroke ¹	14,877	Barry's Bay	1,358
TOWNS		Beachburg	632
Arnprior	6,109	Braeside	517
Deep River	5,485	Chalk River	1,051
Renfrew	8,588	Cobden	990
		Eganville	1,398
		Killaloe Station	740
		Petawawa	5,324 ²
TOWNSHIPS	<u>Population</u>		<u>Area³</u>
Admaston	1,405		122.8 sq. mi.
Alice & Fraser	2,825		176.7
Bagot & Blythfield	1,059		175.9
Bromley	1,205		82.0
Brougham	180		109.0
Brudenell & Lyndoch	863		176.0
Grattan	1,296		113.7
Griffth & Matawatchan	365		150.3
Hagarty & Richards	1,381		168.0
Head, Clara & Maria	401		303.8
Horton	1,885		70.9
McNab	3,887		115.6
North Algona	549		45.3
Pembroke	1,170		22.9
Petawawa	7,784		77.3
Radcliffe	820		73.6
Raglan	772		109.4
Rolph, Buchanan, Wylie & McKay	1,941		298.7
Ross	1,605		94.5
Sebastopol	382		76.5
Sherwood, Jones & Burns	1,714		203.0
South Algona	308		61.9
Stafford	3,597		35.9
Westmeath	1,891		139.7
Wilberforce	1,384		113.0
TOTAL	87,738		3,116.4

¹ With city status, Pembroke ceased to be part of the administrative County² Includes armed forces and dependents³ Includes area within its territorial limits taken up by urban municipalities

traders flourished in the area for more than two and one-half centuries. In due course, fur trading posts were established at strategic locations along the Ottawa River and on other principal rivers and lakes throughout the area. They were the thriving centres of trade until the late 19th century.

Lumbering and agriculture became the basis for the first extensive white settlements throughout the 19th century. Philemon Wright, the founder of Hull, had a lumber shanty built in 1814 in the vicinity of Arnprior and timber was cut for him along the Bonnechere River as early as 1819. Pembroke was founded in 1828 as the lumbering headquarters of Peter White at the mouth of the Muskrat River.

In 1823, the family compact gave Archibald McNab, thirteenth chief of the clan Macnab, control of an unsettled and unnamed township of some 75,000 acres. The following year he built himself a home near the mouth of the Madawaska River within the present limits of Arnprior and proceeded to create a feudal agricultural settlement by bringing in immigrants from Scotland in 1825, 1827, 1830 and 1835. Farms were concentrated first in a six-mile-wide strip of fertile lowland along Lac des Chats. Somewhat later another settlement was created in the vicinity of White Lake, to which McNab himself moved in 1835. In 1841 the government arranged for McNab to be paid off and the settlers to obtain clear title to their lands.

The river systems were first and for a long time the important source of transportation and movement of goods. Timber was cut along the far reaches of the Ottawa, Bonnechere and Madawaska Rivers, floated to the mills, cut and trimmed and then transported by rail or road to the markets. Although extensive canal systems were considered for the upper Ottawa River, the only developments to be realized were a short canal that functioned only briefly along the north side of Allumette Island to bypass the Culbute Rapids and log chutes and slides to carry the timber past the white waters.

In the mid-19th century the Provincial Government undertook a road-building program designed to encourage settlement inland from the great lakes and the larger rivers. One of these roads was the Ottawa and Opeongo Road running

through Renfrew County. It was surveyed in 1852 and opened quickly as a winter road for transport by sleigh. Then followed the much slower and more difficult task of clearing out stumps and making it passable by wagon. The Opeongo Road went from the Ottawa River at the mouth of the Bonnechere River through Renfrew, Dacre, Brudenell and Barry's Bay to terminate five miles north of the present unincorporated hamlet of Madawaska. As a wagon road it never quite reached Lake Opeongo, for which it was named, but it gave access to a large part of the County. In 1859 the Opeongo Junction Road was built, linking Combermere on the Madawaska River with the settlement of Brudenell. Today interest in the Opeongo Road has been revived and the road has been renewed and modernized as a tourist route through breathtaking scenery and early points of settlement, while Combermere has become a noted tourist playground and artists' colony.

An important railway development for Renfrew was the construction of the Ottawa, Arnprior and Parry Sound Railway line, an enterprise that began in 1888 and proceeded to the construction stage at the Ottawa end of the line in 1892. The railway reached Arnprior in 1893 and was pushed through to Killaloe Station, Barry's Bay and Madawaska by 1894. Sponsored by the Booth interests, the line was conceived originally to serve the lumber trade but its eventual extension to the Georgian Bay port enabled it to become a rail route for trans-shipment of wheat from the west. In 1933 a washout severed the line in Algonquin Park. The connection was never re-established, and the westerly portion of the line was subsequently abandoned and dismantled in stages.

A large corundum deposit was found in the Township of Raglan about 1876 and subsequent corundum ore bodies were identified in a number of adjacent locations. A mine and mill was set up at Craigmont in 1900. Mining and milling operations continued, shifting among three different locations, until 1921.

Other mining and milling operations in Renfrew that have since ceased include rose quartz, pink feldspar, green and blue beryl crystals in the

vicinity of Quadeville and flake graphite production from deposits under Black Donald Lake in Brougham.

Renfrew's most successful mining operation began in 1942 in Ross Township, three miles north of Haley Station. It involved the extraction of magnesium, calcium, and ferro alloys from Precambrian dolomite. Since 1952, mining has been coupled with the manufacture of magnesium alloy castings. The operation continues to be of international significance and provides an important source of employment to five municipalities in the area with a payroll exceeding 500 workers. It is the sole Canadian source of magnesium.

Nonetheless in this century the important new source of employment in Renfrew has been governmental enterprises. During the summer of 1905 the Federal Department of Militia and Defence selected Petawawa as a site for artillery practice. Even before land was purchased the area was put to use and over the next six years 52,000 acres of Crown lands and more than 22,000 acres of freehold lands were acquired--a total area in excess of 116 square miles. Four years later, Petawawa was the scene of the first military demonstration of aircraft in flight. The Base was developed during the First World War, expanded during the Great Depression, and further enlarged and developed during and following the Second World War.

Within Petawawa's land holdings in 1918 the Federal Government also established a forest experiment station. Today, the Petawawa Forest Experiment Station, a part of the Canadian Forestry Service within the Department of Environment, manages an area of 38 square miles of plantations, natural forests and other facilities centred upon a major research headquarters and including a visitors' centre offering educational and recreational opportunities for the public.

Close by, an even more notable development was launched at Chalk River in 1944 with the secret construction of what became known as the Chalk River Nuclear Laboratories. There heavy water has been produced and used in turn for the production of atomic power in six nuclear reactors.

Shortly after the Second World War, the Ontario Hydro undertook the construction of an electric generating station west of the Chalk River and Deep River developments at Des Joachims. The station went into service in 1950. Five years later a partnership of Federal, Provincial and private enterprise interests undertook construction of a nuclear power demonstration station near Rolphton. It was brought into operation in 1962.

The growth of settlement throughout Renfrew was closely followed by the organization of municipalities. The townships were the first municipalities to be set up and their successive incorporations tended to follow the path of settlement first northwestward along the Ottawa River and then southwestward along the valleys of the Madawaska and Bonnechere Rivers.

Historically, the word township has had two quite distinctive meanings. Townships originally were blocks of land surveyed in preparation for settlement and the granting of title to land. The township when settled was also a convenient size for delineation as a rural municipality and such municipal corporations were in turn called townships. Provision was made for the creation of township governments with corporate status by the Parish and Town Officers Act of 1793. This Act was the basis of township incorporations until replaced by the Baldwin Act in 1849.

In the pioneer period, it became common practice in the more sparsely settled areas to join two or more townships together to form a single incorporated municipality. In the beginning such municipalities were usually described as united townships. In the course of time the designation "Township" was applied regularly to two or more geographic townships that had been joined together to form a single municipality.

In Renfrew, as elsewhere, municipalities have first joined together and later separated to provide different patterns of township government reflecting the growing extent of settlement. To illustrate, back in 1849 Bagot was joined with McNab, Bromley and Blythfield were joined with Admaston, Ross was joined with Horton, and Stafford and Pembroke were joined with Westmeath. In each instance the last named township was designated as the senior partner in the resulting union of townships.

Two other examples of the progression of township identities will be given. The first begins in 1860 when Radcliffe, Raglan and Lyndoch were brought into a union of townships with Brudenell. In 1878 Radcliffe and Raglan were established as United Townships separate from Brudenell and Lyndoch. In 1902, Radcliffe and Raglan were separated. The second example dates from 1858. In that year the Townships of Petawawa, Rolph, Buchanan, Wylie and McKay were joined with the Township of Alice. The following year Alice was removed from this union of townships, while Petawawa was removed in 1864 leaving Rolph, Buchanan, Wylie and McKay, as at present. In 1888, Fraser was joined to the Township of Alice to form the present Township of Alice and Fraser.

Initially, the counties of Upper Canada were military districts and electoral constituencies for the colonial parliament. The first such areas to become units of government were called districts and they were created by the District Councils Act of 1841. The District of Bathurst covered much of the territory now within Lanark and Renfrew Counties. Soon after the passage of the Baldwin Act in 1849, the original version of our present Municipal Act, Renfrew for municipal purposes became part of the United Counties of Lanark and Renfrew. Renfrew's separation from Lanark was launched provisionally in 1861 and was carried through finally in 1866.

In the early days, urban incorporations normally came later than rural incorporations, involving as each did the development of a more significant concentration of population. Pembroke and Renfrew each became villages in 1858, Arnprior in 1862, Eganville in 1890, Cobden at the turn of the century, in 1900. During the present century seven more urban incorporations have taken place--Killaloe Station in 1911, Braeside at the end of 1921 and Barry's Bay at the end of 1932, Chalk River in 1954, Deep River as an improvement district in 1956 and as a town in 1959, Beachburg also in 1959 and Petawawa in 1961.

Over the course of the years, the urban municipalities have also changed status. We have referred to the fact that Deep River began as an improve-

ment district and obtained full self-government first as a town. Some of the other urban places began life as police villages. Such were the beginnings of Pembroke and of Braeside. From an incorporated village, Pembroke in turn became a town in 1877, as did Arnprior in 1893, and Renfrew in 1895.

It was in January 1971 that Pembroke became a city and, under the provisions of the Municipal Act, was thereupon separated from the administrative County of Renfrew. The move was made at a time when restructuring was being promoted by the Provincial Government. The new concept involved the return of cities to two-tier municipal systems. It is interesting further to note that in 1861 Renfrew was being considered for selection as the County town but Pembroke was chosen. Following the established practice, Pembroke has remained the County seat after gaining city status.

One final point to note is the recognition that has been obtained by the Algonquin Indians living at Golden Lake. In 1857, they petitioned and obtained a land grant from Canada West. They had been living in the area however for half a century, having come from the Lake of Two Mountains area near Montreal. The land for the reserve was purchased in 1870 by the Government of Canada from the Province of Ontario. As most people realize Indian reserves are distinct and separate from the networks of municipalities established by the various provincial governments. Thus the Golden Lake Reserve is not part of the administrative County of Renfrew and, while the Indian Band is granted the status of a municipality for Provincial welfare purposes, it is not part of the municipal system and does not come within the terms of reference of the present study.

3 ECONOMIC AND SOCIAL CONDITIONS

The County of Renfrew has faced adverse economic conditions throughout much of its history. Changes in the rate of population growth afford a revealing indicator of the County's difficulties.

Throughout the latter part of the 19th century the growth of the County was reasonably steady based on the continuing prosperity of the lumbering industry. From the turn of the century however the population stopped increasing and it remained static for forty years. This remarkable turnabout reflected the exhaustion of the original stands of white pine through cutting and fires. Until sufficient alternative sources of employment could be established, the County stopped expanding. The military training base established at Petawawa in 1905, the development of new mining enterprises and the continuing strength of farming failed in combination to provide sufficient stimulus for further population growth. The year 1913 saw the greatest influx of immigrants to Canada in the country's history, topping a period of heavy immigration, yet the County of Renfrew did not share in the resulting population upturn.

It required the defense production, hydro-electric and nuclear power projects during and following the Second World War to produce a fresh gain in population and employment. As a result of these large-scale government enterprises the County's population grew between 1941 and 1961 by 35,000, an increase of about 64 per cent. While government enterprises provided the chief fresh source of employment, new industries were established and some existing industries were expanded in Arnprior, Renfrew and Pembroke.

In the following decade the position was again dramatically different. The County added less than 1,500 people for an increase of only 1.4 per cent. This compared with a growth rate for the Eastern Ontario Region of 16.3 per cent and a rate of 23.5 per cent for the Province overall. During this period there was a sharp drop in farm employment. From 1961 to 1971 farm population

shrank by 30 per cent. From a total approaching 12,000, it dropped to 8,225 with the bulk of the reduction taking place in the latter years.

Since the last decennial census, the position has improved slightly but remains less than satisfactory. Between 1971 and 1975 the assessed population, excluding the Armed Forces at Petawawa, grew by some 2,600, an increase of 3 1/3 per cent. In 1970 a section of Renfrew County was designated by the Federal Department of Regional Economic Expansion for the stimulation of new industry. It resulted in new plants in Arnprior, Renfrew, Pembroke, Eganville and Westmeath Township. Unfortunately the failure rate of these new industries has been high, especially in the Town of Renfrew. Furthermore the largest industry in Renfrew, which recently employed 350 workers, has just been closed. The result is a severe employment problem that cannot easily be overcome.

Within the past ten years Renfrew's economic problems have come under considerable study. Reports have been prepared for the County on outdoor recreation and tourism, on a plan for a recreation complex, on reforestation and forest management, on a woods products industrial complex and on community conditions and attitudes. A lengthy report, to set the stage for County planning, included much information on population changes, recreation and tourism, and summer cottage developments and the needed control over them. Other studies such as the development plan prepared by the Eastern Ontario Development Council and the background information report on the Pembroke District, Algonquin Region, prepared by the Ministry of Natural Resources, have added to the useful literature on the subject. With the financial support of the Province and the use of consultants, the County Development Committee produced a development concept for the County which incorporated many of the ideas from the earlier studies.

But the County's economic difficulties persisted and new approaches to development were seen to require an investment beyond the combined capacity of Pembroke, by this time a city, and the County. Negotiations were initiated therefore aimed at securing joint Federal-Provincial backing of development

stimulation projects. For this purpose the County and City produced a submission to the senior governments in December 1974. It brought a favourable response from the Government of Ontario but has so far failed to gain the joint backing of the Government of Canada although DREE aid is continuing.

Immediately following the presentation of the 1976 budget, the Treasurer of Ontario and Minister of Economics and Intergovernmental Affairs made a statement to the Legislature outlining the Government of Ontario's position on provincial and regional development strategy. As part of the presentation, the Minister tabled eleven documents detailing the government's position. Among them was a report entitled "Renfrew County Development Strategy". As the Minister noted: "The Ontario Government undertook the preparation of a development strategy for Renfrew County prior to the completion of the Eastern Ontario regional strategy."

The intention of the new strategy is to make the City of Pembroke a major growth point and the Pembroke area the home of an industrial park and to promote developments at Renfrew and Arnprior as secondary growth centres. The government will encourage the development of industries for processing forest products and magnesium, as well as metal processing and fabricating. The intention is also to create a major historical tourist attraction based on the history of the lumber and forest industries. The Provincial Government is still pursuing an agreement that will provide Federal financial support for the undertaking. Whether or not that is forthcoming, the Provincial Government will ensure that \$2 million is made available in support of development within the County of Renfrew, including the City of Pembroke.

A quotation from the Renfrew County Development Strategy issued by the Regional Planning Branch, Ministry of Treasury, Economics and Intergovernmental Affairs should help to define the nature of the County's economic condition.

Renfrew County's economic development problems are of long standing. The County's economy has never found a replacement for the lumber trade that declined around the turn of the century,

despite the encouraging growth during World War II and immediately after. The most rudimentary economic indicators--population growth and out-migration--demonstrate Renfrew County's economic condition. Other indicators in the County, including employment growth, unemployment rates, and labour force participation are typical of a slow-growth region, the pattern being particularly clear since 1961, when growth in the public sector levelled off.

Unemployment rates in the County are high (in some areas, extremely high), and labour force participation rates are somewhat below provincial levels. Seasonal unemployment, however, does not appear to be a major problem, perhaps because of the adeptness of the work force in adjusting to the seasonal patterns of the County's various industrial sectors; many, for example, switch from farming in the summer to logging in the winter.

The largest single problem is the low level of per capita income; the County needs to generate employment growth in industries that offer higher wages to replace declining opportunities in traditional sectors. If incomes are not increased and if employment opportunities fail to materialize, the County will continue to lose the more productive members of its work force; and if these people continue to leave, the area's economic situation will be further depressed. (Page 8)

Other reports on the County provide further amplification of the current situation. Rural incomes in the County are among the lowest in Ontario. In 1973, Renfrew County's per capita disposable income was \$2,960, 12 per cent below the Canadian average. Per capita retail sales were only \$1,610, 7 per cent below the national average. As the local people themselves see it, Renfrew County is faced with widespread economic instability and slow growth.

The Renfrew County Development Strategy is an exceedingly brief document and it must mesh with an Eastern Ontario development strategy that is still being formulated. The ideas for Renfrew County's development are less specific and detailed than those contained in the old development plan of the Eastern Ontario Development Council or those put forward recently by the County and City in petitioning for senior government support. In addition, the analysis of the County's current difficulties is expressed somewhat loosely while the proposed ways of attacking economic problems are to a degree debatable.

On one crucial point the development strategy is silent. It would seem quite unworkable to cast Pembroke in the role of the County's principal growth centre, buttressed by a new industrial park, without making provision for the return of Pembroke to membership in the County.

Contributing further to the economic difficulties of Renfrew is the County's comparative isolation and the particular population distribution. Almost two-thirds of the population is located in six urban areas strung along the Ottawa River valley for eighty miles from the eastern boundary. The Arnprior area, which touches the east boundary and is closest to the City of Ottawa appears to have a distinct competitive advantage over the Town of Renfrew, twenty miles further west, in terms of access to markets and sources of supply. Renfrew in turn is more favourably situated than Pembroke, while Petawawa, Chalk River and Deep River prosper because the lion's share of their employment comes from government enterprises. In all the rest of the County there are two places with populations, including urban spillover, approaching 2,000 and two others of about 1,000 and 650 respectively. This means that a substantial proportion of the population lives in relative isolation from any sizable urban centre.

As Renfrew municipalities have themselves observed, the County's poor economic circumstances have encouraged the construction of dwellings on cheaper land outside the urban municipalities where services are lacking. Such new construction has commonly taken the form of ribbon developments

along the Provincial highways, the County roads and the local township roads. The extent of this type of development is made plain by the fact that in the four years ending in 1974 the number of new dwellings allowed under individual severance consents actually exceeded the total under approved plans of sub-division. The creation of urban settlements beyond the boundaries of the urban municipalities has been further encouraged by the concentration of fresh employment opportunities in federal and provincial government establishments in the west part of the County, several of which are located outside the urban municipalities. Furthermore, the comparative strength of these public employment opportunities has led to substantial daily busing of people from the City of Pembroke and intervening points to Deep River.

Table 12 of Background Information presented an estimate of the extent of urban spillover surrounding the incorporated urban municipalities in 1974. Such spillover population constituted a 32 per cent addition to the 47,000 people living within the urban centres. If this immediate spillover population were to be brought within the urban boundaries the urban total would rise to about 62,000. There is in addition a substantial extent of population that is dependent upon urban employment in ribbon developments or more compact settlements that are some distance removed from any incorporated urban municipality.

Information has been assembled also to show the relative proportions of farm and non-farm households in the townships and the number of seasonal dwellings. It appears in Table 2. It shows that farm households constitute only 30 per cent of the total in the townships. Since farming is by far the largest source of primary industry employment, a substantial number of non-farm dwellings must house either families dependent upon urban employment or retired or unemployed persons.

The farm figures reveal the concentration of the best farm land in townships close to the Ottawa River between Arnprior and Pembroke. They also show the heavy inroads on farming by non-farm holdings in MacNab, Ross, Stafford and Alice and Fraser Townships as well as the considerable number of non-farm dwellings in all the farming townships.

TABLE 2

County of Renfrew - City of Pembroke Restructuring StudyHOUSEHOLDS AND SEASONAL DWELLINGS IN THE TOWNSHIPS

1974 Assessment Census

TOWNSHIPS	HOUSEHOLDS			SEASONAL DWELLINGS
	Farm	Non-Farm	Total	
Admaston	217	192	409	89
Alice & Fraser	232	548	780	15
Bagot & Blythfield	89	304	393	535
Bromley	209	176	385	2
Brougham	58	60	118	106
Brudenell & Lyndoch	161	123	284	78
Grattan	196	231	427	47
Griffith & Matawatchan	62	145	207	141
Hagarty & Richards	193	296	489	322
Head, Clara & Maria	20	211	231	29
Horton	160	390	550	215
McNab	284	875	1,159	307
North Algona	43	166	209	223
Pembroke	30	330	360	106
Petawawa	67	869	936	198
Radcliffe	76	166	242	414
Raglan	113	133	246	57
Rolph, Buchanan, Wylie & McKay	60	565	625	110
Ross	232	274	506	150
Sebastopol	52	59	111	244
Sherwood, Jones & Burns	139	341	480	349
South Algona	89	28	117	137
Stafford	120	928	1,048	2
Westmeath	302	275	577	302
Wilberforce	217	212	429	205
TOTAL	3,421	7,897	11,318	4,383

Source: Assessment Division, Ontario Ministry of Revenue

The data on seasonal dwellings are also important to an understanding of the economic circumstances throughout the County. The 1974 total of some 4,400 seasonal dwellings reflects a substantial growth in such property holdings in recent years. Cottage developments have reached major proportions on White Lake, Norway Lake and the lakes and rivers of the Madawaska River System; on the Bonnechere River System, including Golden Lake and Round Lake; on Lake Clear; and on Lake Doré. Cottage developments are important also along the Ottawa River.

Seasonal dwellings of reasonable quality and with proper private provision for potable water and for domestic waste disposal are an economic asset to the County so long as they do not pre-empt too much of the shorelines of the lakes and rivers. If that happens they reduce the potential of the tourist industry. And if sanitation provisions are inadequate, the ecological damage to the County is obvious. There is some cause for concern on both counts in the County of Renfrew.

It is not surprising to find wide disparities in income distribution in different parts of the County. In the document, Background Information, a table was included showing the income distribution of individuals 15 years of age and over in 1970. The breakdown revealed that in Deep River 20.8 per cent of such persons earned \$10,000 or more a year whereas no other municipality could claim as much as 8½ per cent in this top earnings bracket. Fourteen municipalities reported that a mere 3 per cent or less of those over 15 earned \$10,000 or more and among them three municipalities had no one in this income bracket.

On the other end of the scale, in 15 of the 37 municipalities in Renfrew two people out of five earned under \$3,000. Ten of these municipalities were also among those where no more than 3 per cent earned \$10,000 or over. Plainly, the economic circumstances of these 10 municipalities was unacceptable.

A student survey under the Opportunities for Youth program, directed by Algonquin College in the summer of 1973, adds further to an understanding

of economic disparities throughout the County. For the survey, the County was divided into four areas centred respectively upon Deep River, Pembroke and Petawawa, Eganville and Barry's Bay, and Arnprior and Renfrew. For convenience the areas will be described somewhat imprecisely as the west, centre, south and east parts of the County.

The survey showed that approximately one-third of the males interviewed were unemployed, with the position differing significantly in each part of the County. In the west, one in five were unemployed; in the east, one in four; in the centre, one in three; in the south, one in two. The figures are approximate and are based upon the results of a small, random sample. (Table 5)

The responses as to the length of time males have been unemployed revealed a quite different regional emphasis. The average intervals without work were, in the south 7½ months; in the west 10 months; in the centre 10.2 months; and in the east 2 years. The closing of factories in the eastern part of the County had presumably created more chronic unemployment there. (Table 7)

On family incomes the survey showed the west area's average to be \$9,097 per year; the east \$7,000; the centre \$5,944 and the south \$5,277. The south also recorded lower hourly wages than the other three areas. (Tables 6 and 6A).

The earlier publication, Background Information, also presented, in Table 8, some significant data on the distribution of the labour force, drawn from the 1971 Census. It revealed that only 7.4 per cent of the total labour force was employed in the primary industry sector, 5.7 per cent in agriculture, 1.2 per cent in forestry and the remaining .5 per cent in mining. Manufacturing afforded employment to double the number in the primary industries, that is 14.8 per cent of the total while public administration and defense constituted an even larger employment source, providing for 16.9 per cent of the labour force. Dependence upon government employment is extreme for a territory of Renfrew's area and population.

The County of Renfrew is fragmented into areas with quite distinctive characteristics, as the Opportunity for Youth survey has revealed. A write-up in their report giving impressions about each geographic area covered by the survey reveals some clear distinctions with respect to community conditions and public attitudes.

In the west area, centred upon Deep River, the people were said to be well educated and community minded. The Town of Deep River is itself the home of most high income employees of Atomic Energy of Canada Limited. In consequence, the differences between Deep River and the surrounding settlements are greater than between the urban centres and the surrounding settlements in the other areas of the County. Deep River contains the most transient population. The Town is also exceptionally well served with community facilities.

The south area, centering upon Eganville and Barry's Bay, contains the highest proportion of people who work without what they regard as a trade. The chief distinctive sources of employment are farming, lumbering and tourism. The south area also contains a notably high proportion of retired people.

The age distribution of the population, presented in Table 5 of Background Information, shows some characteristics by area. In 1974, the year covered by the analysis, the west area was seen to have a notably small proportion of its population 66 and over. By contrast, the central and south areas contained relatively high concentrations of older residents. The west area and, to a lesser degree, the east area were found to contain above average concentrations of pre-school children.

The County of Renfrew includes in its population an unusually high proportion of people whose ethnic origin is Continental Europe. The 1971 Census showed 14 per cent of French, 14 per cent of German and 7 per cent of Polish origins. In the settlement pattern, those of French ancestry are most prevalent in three locations along the Ottawa River. People of German extraction are dispersed broadly throughout the south part of the County while those of Polish origin are concentrated in Barry's Bay and several adjacent townships.

A point about the distinctive social characteristics of various parts of the County--the age distributions, ethnic origins, educational backgrounds and economic circumstances--is that they tend to create separate focuses of community interest within the various sections of the County. They can be one factor in the development of political divisions that discourage reliance upon the County as an important governmental unit.

4 MUNICIPAL SERVICES

Extensive information on municipal services has been provided in the earlier publication Background Information. The purpose of dealing with services in this report is to highlight municipal service problems in Renfrew, problems that give evidence of the need for changes in the municipal structure.

The essential requirement of a municipal structure is to provide a means of determining the local government service needs and wants and a vehicle for the efficient delivery of such services to the people. Where service arrangements are inadequate, inadequacy of the municipal structure may be the cause or a contributing cause.

Fire Protection

Fire protection is provided by each of the urban municipalities and four of them extend services into adjacent townships. In the City and two towns a combination of full-time and part-time fire fighters operate the service. The Town of Arnprior has chosen to rely wholly upon part-time fire fighters with the exception of the chief. In the eight villages all the fire fighters are part-time including the chief. Of the 36 townships, four pool their major service responsibilities through a single fire department while another township contracts to provide fire protection to two neighbouring townships. Eleven of the remaining 18 townships operate fire fighting services and only one is known to leave part of its area unprotected. The Township of Alice and Fraser does not extend services into the sparsely-populated Fraser Township. The remaining seven townships have no fire fighting services, although they appoint fire wardens and can draw help from the fire fighting services of the Ministry of Natural Resources. One of the seven is in the far northwest; the remaining six occupy an uninterrupted block of territory on the southeast.

Policing

Local policing is provided by the City and each of the three towns in the immediate study area. All have sufficient police forces in relation to their population and their evident policing requirements. Police headquarters accommodation is described as inadequate in Pembroke, Arnprior and Deep River and plans for improvement are under way or under study. The Town of Renfrew has first-class accommodation for its police force. In the remainder of the County, policing is provided as a provincial service by the Ontario Provincial Police. An exception is the military police operation of the Forces Base at Petawawa.

No serious problem of policing has come to light during the course of the study although urban spillover creates some problems for Pembroke's police.

Conservation

The only conservation authority operating within any part of the County of Renfrew is the recently-established Mississippi Valley Conservation Authority. One small section of its territory extends into the southwest corner of Blythfield township, giving the Municipality of Bagot and Blythfield representation on the Authority. Extension of the County's boundaries on the southeast into what is now Lanark and Ottawa-Carleton would add to the County's involvement in the Mississippi Valley Conservation Authority but contemplated outer boundary changes would not bring any other Authority within the County.

Within the past year some consideration has been given to the formation of a conservation authority with combined responsibility over the Madawaska and Bonnechere watersheds. Such a development has not however proceeded beyond the talking stage. At one time also interest was expressed in establishing an authority for the Indian River watershed, but nothing materialized.

The virtual absence of conservation authorities from the County of Renfrew contrasts with the importance within the County's territories of three huge river systems, the Ottawa, Madawaska and Bonnechere, and other smaller but significant river systems.

More than nine years ago a Select Committee on Conservation Authorities saw the need for the formation of four major conservation authorities in southern Ontario, all or partly within Renfrew County. Only one of them, the Mississippi Authority, has come into being. Conservation authorities can be instrumental in environmental protection and in park and recreational developments of great value. With increases in land occupancy and use, the need for the conservation authority type services increases. It would appear that the County of Renfrew has failed to establish conservation authorities because of concern for the considerable cost that would have to be borne by the municipalities.

Roads

Throughout 24 of the 25 rural townships, there are less than 127 miles of paved or surface treated roads. The remaining township, Alice and Fraser, contains 100 miles of township roads of which some part may be paved or surface treated. Only four of the 24 townships have more than 10 miles of hard surfaced roads. In six townships, no townships roads are hard surfaced while in another six the mileage of surfaced roads is negligible.

A block of 18 municipalities situated in the east and central portions of the County are participants in what is called the County Good Roads System, that is, they contribute towards the cost of a network of roads that are owned and maintained by the County. The other 18 municipalities situated in the more remote parts of the County, in the northwest and in the south and south-east have remained outside the County roads system. These are the very areas where population is most sparse and roads other than the first-grade Provincial highways are below standard. Speaking generally, the "500 series" of secondary Provincial highways provide a partial replacement for the County road system where it is lacking. The County of Renfrew is unique in the extent of territory that is excluded from its County road system, although seven other counties omit smaller areas from participation in their roads systems.

There is one exception to this apportionment of road responsibilities. Under authority of the Municipal Act, the County has also assumed responsibility for bridges on township or County boundaries beyond the limits of the County Good Roads System.

In conjunction with work on a County road needs study carried out between 1968 and 1971 the County Coordinating Committee included an addendum study whose purpose was to examine the effect of extending the County roads system to serve all local municipalities within the geographic boundaries of the County of Renfrew. The study gave consideration to the financial implications for those local municipalities not then contributing to the County roads system.

The basic road needs study recommended additions to and deletions from the existing road system that would alter the coverage from 218 to 256 miles and these changes were subsequently adopted. The related road improvement program over a five year period was to cost the City and County \$1,840,000 towards an overall current and capital expenditure of \$5,323,000.

Expansion of the County road system from 18 to 36 municipalities would have increased the County road network from 256 to 530 miles. The expenditure on County roads over a five year period would have more than doubled to \$10,890,000. The City's share was to remain unchanged at \$46,000, while the County's share would increase by only a little over 50 per cent to \$2,707,000. The remaining increase would be met by the Province.

The report undertook to summarize the advantages and disadvantages, first to the municipalities that would be added to the good roads system and then to those already forming part of the system. The County Coordinating Committee indicated that it regarded the advantages to each as clearly outweighing the disadvantages. Nevertheless, when the proposal for an expanded good roads system was put to the County Council, it was flatly rejected.

A successful county roads system requires the designation and management of the most suitable network of roads whose prime purpose is to meet the

wider than local requirements of residents and property holders within the county and to complement the provincial highways system that serves the county. Agreement must be reached on the selection and classification of roads for inclusion in the county network and on an equitable system of paying for this county road service. The apportionment of the cost of the road system follows a formula laid down by the Provincial Government which includes the determination of grant support to the county by the Province and the payment of a county road rebate to each participating urban municipality amounting to between 25 per cent and 50 per cent of the road levy upon the urban municipality. The management and financing of a county road system is further complicated by the designation of certain county roads outside each city (or separated town) as suburban roads whose cost is to be shared equally by the separated municipality and the county and for which the management and operating responsibilities are entrusted to a suburban roads commission.

In considering the arrangement for county and suburban roads, one further point to note is that the selection of road mileages for inclusion within such a system removes the local responsibility for management from each stretch of road transferred from a local municipality. Thus member municipalities of the county obtain a substantial immediate benefit from the designation of county roads within their own boundaries and a lesser, secondary benefit from the existence of a county road network outside their boundaries. However, in sharing in the support of a suburban roads operation, a city is concerned entirely with roads outside its boundaries.

Bearing in mind the decisions that have to be made by the provincial and Renfrew authorities with respect to the inclusion or removal of roads from the County roads system and the delineation of boundary road bridges elsewhere in the County, the preparation and approval of an annual program of road maintenance and improvement, the transfer of roads from County to suburban roads commission jurisdiction and the determination of urban road rebates within the discretionary limits set by statute, it is not at all surprising

that the County of Renfrew was unable to reach agreement to extend the good roads system to the 18 municipalities not participating in it. Had they done so these municipalities would have had their local road mileages reduced from 846 miles of local roads to 672 miles, or a transfer of jurisdiction relating to 174 miles of roads. In addition they might have anticipated a marked improvement in all the roads taken over by the County including former local roads and the 100 miles of secondary provincial highways. Furthermore, a substantial proportion of the additional road expenditure would have been met through provincial subsidies, while another small part of the cost would have been carried by the 18 municipalities already in the County road system.

With the exception of Bagot and Blythfield, those municipalities in the south part of the County that are not members of the good roads system come under the Bancroft District of the Ministry of Transportation and Communications. The district municipal engineer of this District has commented to the Restructuring Study in the following terms:

In reference to this study, we feel that some sort of restructuring or amalgamations would be very desirable in this part of Renfrew County as we have noted that small municipalities have difficulty in financing their road works, machinery purchases, etc. If a larger tax base were available, financing would be easier. Also, more competent, full time employees, such as Road Superintendents and Clerks, could be employed to replace present part time employees.

Community Water and Sewer Services

The City of Pembroke, the three towns and six of the eight villages have community water services. The two without such services are Braeside and Killaloe Station. In neither is construction of a community water system an early prospect. Barry's Bay, which has the most recent installation, serves only 35 per cent of its residents. Chalk River and Pembroke draw water from the Ottawa River without treatment. Pembroke supplies water to part of Stafford Township, Arnprior to part of McNab Township and

Chalk River to part of Rolph, Buchanan, Wylie and McKay. The Township of Ross has taken over a private water system that served the Chromasco magnesium development townsite.

The water systems of Pembroke, Cobden and Beachburg are considered inadequate by the Ministry of the Environment. The Ministry of the Environment will not approve more than 150 new dwellings a year in the City until its water and sewer systems are improved. Improvement of the Pembroke system is dependent upon the regional development assistance to which the Provincial Government is now committed. A study is under way for an improved water supply for Cobden to overcome a serious shortage of capacity. A stop-gap improvement is to be carried out this summer. In Beachburg, the water treatment facility is operating beyond capacity and a limit has had to be placed on new development.

Community sewage collection and treatment systems are to be found in the City, the three towns and five of the eight villages. Beachburg, Braeside and Killaloe Station rely upon individual septic tanks but in the latter two places the situation is regarded as inadequate. In Barry's Bay, the sewage treatment facilities, like the water system, are a recent installation serving only a part of the population. Part of Stafford is connected to the Pembroke sewer system and part of McNab to the Arnprior system.

Where community treatment facilities exist they are not always adequate. The primary treatment facilities in the City of Pembroke are categorized as inadequate by the Ministry of the Environment, as already noted. The same is true of Arnprior. Its type of industry makes secondary sewage treatment essential and its growth is therefore being held at the moment to 25 dwellings a year. The position of Deep River, also with primary treatment, was reviewed recently and found satisfactory. Absence of phosphate removal in Renfrew's system has led to a development freeze in that town. In two of the villages, Cobden and Petawawa, the primary treatment systems are likewise deemed inadequate.

The Village of Petawawa has been allowed to obtain its water and sewer services by attachment to the systems operated by the Department of National Defence primarily for the Forces Base. Expansion of the water treatment facility and improvement and expansion of the sewage treatment plant requires action by the Department of National Defence and is involving negotiation with the Ministry of the Environment.

The water and sewer systems that exist within the County of Renfrew leave a substantial spillover of urban-oriented population without these community services.

Solid Waste Collection and Disposal

In Pembroke, garbage collection, and in Arnprior and Renfrew, garbage collection and disposal are contract services. In Deep River garbage collection is contracted out but disposal is managed by the municipality. In the villages a number of different arrangements apply. Municipal collection and disposal is to be found in Barry's Bay, Chalk River and Eganville. In Killaloe Station the position is similar except that municipal collection is confined to the residential properties while disposal arrangements are worked out jointly with the Township of Hagarty and Richards. Braeside contracts for its garbage collection services. In Beachburg, Cobden and Petawawa it is up to the residents to make their own collection arrangements while disposal is looked after by the municipality. Beachburg and Cobden share a disposal site with the Township of Westmeath. Petawawa is involved in a joint venture with five other municipalities--the City of Pembroke and the Townships of Petawawa, Pembroke, Stafford and Alice and Fraser--for the operation of a sanitary land fill site in Alice and Fraser. With the sole exception of Head, Clara and Maria all townships in Renfrew operate garbage disposal sites. Two townships, McNab and Stafford take responsibility for garbage collection within confined service areas.

Health Services

The Renfrew County and District Health Unit serves the entire County of Renfrew, the Township of Airy in the District of Nipissing and four intervening unorganized townships, Dickens, Lyell, Murchison and Sabine. By including this lightly-populated area between Renfrew and Algonquin Park, the Unit qualified for 75 per cent provincial grant support rather than 50 per cent. As a city Pembroke has continued as a partner in the Unit.

The Health Unit operates a diversified service that includes environmental health, public health nursing, dental health, nutrition, home care and other special programs. Its public health nurses operate out of five centres, Arnprior, Renfrew, Pembroke, Deep River and Barry's Bay while its public health inspectors work from four by covering the entire southeast part of the County from the Town of Renfrew. The service also includes monthly immunization clinics in thirteen strategic locations, health services in the elementary and secondary schools and other services that are made available widely throughout the County. The head office is in Pembroke.

The County of Renfrew is served by six public hospitals. The location and bed capacities as of December 31, 1974 are as follows:

<u>Location</u>	<u>Bed Capacity</u>		
	<u>Active</u>	<u>Chronic</u>	<u>Total</u>
Arnprior	75	20	95
Barry's Bay	34	—	34
Deep River	35	—	35
Pembroke (2 hospitals)	205	43	248
Renfrew	95	34	129

The Ministry of Health has been engaged in organizing a network of district health councils as a means, it is claimed, of making more decisions in health care matters at the local level. The health councils are expected to identify health needs and to consider alternative methods of meeting those needs that are consistent with provincial guidelines. The councils are to engage in comprehensive health care planning that will coordinate various health

activities and eliminate gaps and overlaps. The first step is the formation of a small steering committee that will constitute the focal point for a community exchange of information and a body capable of planning the launching of the larger district health council and of nominating its membership. Membership on the steering committee must be approved by the Ministry of Health. The district health councils are advisory bodies. They are expected to identify community needs, to evaluate alternative ways of meeting needs and to establish priorities in health services development.

At the time of writing eight district health councils have been established in southern Ontario and four in northern Ontario embracing perhaps three million population. In five other districts, definitive planning has taken place and the Province is now in process of creating the health councils.

The County of Renfrew has not accepted the concept of the district health council. Strong opposition has come from the Town of Arnprior which has been concerned with the relationship of such a commitment to municipal restructuring. The Town of Renfrew is also opposing creation of a health council. With active developments in other parts of Ontario, the Province for the time being is withholding its efforts to sell the program of district health councils to the people of Renfrew.

Social and Family Services

In all the restructured two-level municipal systems and in 21 of the 26 traditional counties the responsibility for general public assistance has been consolidated under the county or the equivalent upper-tier municipality. General assistance in Renfrew remains a responsibility of each of the 36 local municipalities comprising the County and is of course an immediate responsibility of the City of Pembroke. More than one attempt has been made to transfer responsibility for general assistance to the County, but majority support has continued to favour the present arrangement.

As the submission by Killaloe Station notes, only those municipalities with full-time welfare administrators qualify for grant support towards salaries

and related costs of administration of their welfare services. Full-time administrators are defined as persons who spend 90 per cent or more of their time on income maintenance and related problems. The City of Pembroke and the Towns of Arnprior and Renfrew are the only municipalities qualifying for the administration subsidy, that is, the 25 townships, the eight villages and the Town of Deep River get no such subsidy. For the two towns the rate of subsidy is 50 per cent of the costs of administration. For the City, the rate is 50 per cent of costs in excess of \$8,800.35 per annum, pay level of the welfare administrator as at December 31, 1964. If Pembroke joined the County and it became responsible for general welfare, the entire administrative cost would become shareable.

Based on the 1974 cost of administration in Arnprior and Renfrew, where full-time administrators now exist, a transfer of responsibility to a restructured County of which the City becomes a part, might produce additional provincial grant support of administration of the order of \$42,000. This would seem to be a minimum figure.

The Restructuring Study has disclosed considerable support for a County takeover of the welfare function but not evidence of any marked growth of interest in such a change. Significantly, private interviews with people involved professionally in social and family services have revealed strong opinions in favour of County welfare. Furthermore, in private interviews, people have volunteered the opinion that some local administrators of general assistance have been endeavouring to hold the extent of assistance below what are the recipients' rights under provincial law.

Those supporting the present system have claimed that it encourages a more realistic sorting of candidates for assistance into those meriting help and others capable of managing without public assistance. It is said further that the local officials know those seeking aid and can administer general assistance economically, realistically and fairly.

There are two homes for the aged in Renfrew County, the larger in the Town of Renfrew and the smaller in the City of Pembroke. Together they serve the City and County.

It has been suggested that the Renfrew home is too large and that the two locations are not satisfactory to serve the entire County. A nursing home that is being built in Barry's Bay will reserve 40 per cent of its capacity for aged people not requiring extended care. At times, home for the aged capacity has been taken up by people under 60 years of age. Such occupants are usually drawing some kind of maintenance benefit.

From my observation, it appears that County-City collaboration on homes for the aged services has maintained and probably strengthened the effective control over this service.

Throughout Ontario the principal public requirements for protection of children, prevention of circumstances requiring protection, care of children and placing of children for adoption have been assigned by statute to children's aid societies. Such societies must be incorporated under The Corporations Act or a predecessor of that Act and must be approved by the Lieutenant Governor in Council (the Cabinet). Where no children's aid society exists the provincial director of child welfare, an official appointed by the Cabinet, is to exercise the powers of a children's aid society.

The County of Renfrew and the City of Pembroke are served by a common children's aid society. The Renfrew Society has a total of between 50 and 55 members, 27 of whom constitute its Board of Directors while nine board members are on its Executive Committee. Any person sympathetic to the aims of the Society may become a member, subject to approval by the Board. The legislation requires at least four municipal representatives on the Board. Also included in Renfrew's case are three honorary life members and three honorary members.

Each children's aid society is required to appoint a local director who heads the staff. In addition to the director the Renfrew-Pembroke Society employs two supervisors, twelve social workers, an office manager and five other persons.

The Society works out of a headquarters at Pembroke and has a second main office in Renfrew. There is a sub-office to the Pembroke office in Barry's

Bay and a sub-office to Renfrew in Arnprior. The field staff of the Society is concerned essentially with protection work.

The Children's Aid Society is required to submit annual estimates to the County and to the City. If the estimates are prepared in accordance with the standards prescribed by the Province, each municipal council must either approve the necessary expenditures or ask the provincial Minister to refer the estimates to a Child Welfare Review Committee comprising a chairman appointed by the Minister, a representative of the Ontario Association of Children's Aid Societies and a representative of the municipality concerned.

The arrangement for child welfare services through children's aid societies would seem to ensure professional staffing of the service, adequate funds for each society's needs and confidential consideration of the family problems with which a society is concerned. But the chosen structure leaves some points in question:

What assurance is there that board and staff members serve effectively in the public interest?

Can the elected representatives be expected under the appeal plan to exercise the desired control over service costs?

Does the small proportion of municipal representation on the children's aid board ensure that City and County councillors are kept informed on the work of the Society and are in a position to exercise adequate surveillance of the Society's operations?

Recreation and Cultural Services

The earlier publication, Background Information, showed a detailed percentage breakdown of expenditures by functions. Where a service is organized under a "local board", such as a library board, a parks board or an arena commission, the cost includes only the net support of the service from local taxation. The report revealed that recreation and cultural services accounted for one per cent or less of the expenditures in 19 local municipalities within Renfrew and also by the County itself and,

furthermore, that the only significant net outlays on such services were made by the City, the three towns, two of the villages and two of the townships. Thus six villages and 23 townships were spending very little indeed on this group of services.

Public library services are among those grouped under the broad heading of recreation and cultural services. The position of the municipalities throughout Renfrew County with respect to libraries illustrates forcefully the inadequacy of the present municipal structure.

Libraries are operated by the City, the three towns, five of the villages and four townships. The Village of Petawawa and the Township of Petawawa have a union board. Two townships, Head, Clara and Maria, and Rolph, Buchanan, Wylie and McKay operate small libraries of their own and also draw upon the resources of the Town of Deep River. One village and seven townships have established non-operating library boards. Such boards are permitted to collect library grants from the Province and to turn these funds over to operating library boards, with or without additional contributions of their own, in return for library privileges for their people.

In the County of Renfrew two villages and 14 townships have neither operating nor non-operating library boards. Since a non-operating board does not have to provide any funds from its own municipal treasury in order to qualify for the per capita library grants, the absence of non-operating boards in 16 municipalities constitutes an annual loss in available library grant payments amounting to \$33,260.50. The figure is based on population estimates for 1975.

The Public Libraries Act also provides for the establishment of a county library system where such action is favoured by at least three-quarters of the local municipalities within the county. Where a county library is established, any local libraries within the municipalities joining in the system are taken over by the county library. The county library is an especially desirable arrangement to serve a county which includes a substantial number of municipalities that are too small to maintain local libraries of their own. Yet the County of Renfrew has not chosen to set up a county library notwithstanding its serious lack of local libraries.

Planning and Development

Under the Planning Act, planning areas have to be defined by the provincial Minister responsible for planning to bring the preparation of official plans within the jurisdiction of specific municipalities. In Renfrew three villages and 23 of the 25 townships have no such jurisdiction. A county may be named the designated municipality for a joint planning area embracing the entire administrative county or a majority of the municipalities in the county coming within one planning area. The City of Pembroke could form part of a common planning area with the administrative County. In that event either the County or the City might be named the designated municipality.

The County of Renfrew has appointed a professional land use planner to its staff but has not obtained the status of a designated municipality in a planning area covering all or part of the County. The County has also given a grant of \$2,500 to the only joint planning area within its boundaries, the Lower Madawaska Planning Area. It serves the Town of Arnprior, the Village of Braeside and the Township of McNab.

Any municipality may pass a zoning by-law covering all or part of its territory. The Minister of Housing, who is responsible for administering this part of the Planning Act, can exercise any of the zoning powers conferred upon municipal councils and, in doing so, is not subject to the approval of the Municipal Board. Minister's zoning orders were issued in 1974 prohibiting new commercial uses of land, buildings and structures in seven rural municipalities.

The County's professional planner has been assisting interested local municipalities with their planning responsibilities. At last report he was preparing zoning by-laws for ten municipalities together with policy statements in support of the positions taken in the draft by-laws. The program is being extended to other municipalities, although two townships have rejected such help.

In a report to County Council last year, the planner proposed that the County seek to be defined as a planning area and that the County planning staff under-

take in that event both County planning and planning for constituent local municipalities. He favoured a planning budget for 1976 of \$154,000 and the addition to staff of two more planners, an economist, a sociologist, a cartographer and two planning technicians. This development has not taken place.

The economic difficulties faced by the Renfrew community have been a factor in the County's decision some years ago to establish a substantial industrial development operation. In 1972, when this service was headed by the late W. F. Friday, the level of spending exceeded \$80,000 and the staff included the person who has taken over as economic development manager for the County. At the time the City of Pembroke spent \$38,000 on industrial development, less than half the County outlay.

Aggressive industrial promotion by the County at that time was encouraged by the designation by the Federal Government in March 1970 of a special area within Renfrew for financial assistance to promote development with emphasis on the forest industries. The area covered the County except for the municipalities to the northwest of Alice and Fraser. The County's stance was doubtless influenced also by the stiffer competition for industry that resulted through Pembroke's separation from the County as a city effective January 1, 1971. Despite a continuing need for industry within the County, the County's level of spending on industrial development as such has not been sustained. By 1975 the County's annual outlay on industrial development had dropped below \$24,000 while that of the City had increased sharply almost to \$110,000. Two reasons can be offered for the reduction, firstly, a lack of agreement on the County's industrial promotion goals and, secondly, the promise of provincial funding of a substantial economic development program.

Industrial promotion is highly competitive even within the County. In the past Arnprior has been an aggressive promoter of industry. In late 1975, the Town of Renfrew hired an industrial commissioner in an effort to replace its lost industries. The County of course must support the Town of Renfrew in its endeavours, yet it cannot withhold concurrent support from Arnprior and other places. If it engages in industrial promotion, the County must also

lend support to smaller centres like Barry's Bay, Eganville and Cobden. Furthermore, the County must take note of the fact that, beginning on January 1, 1971, federal aid on a revised basis is available which alters the area of coverage. The northwest is now eligible while the Township of McNab (including Arnprior) and the more southerly parts of the County have been excluded.

Westmeath has established an industrial park of 90 acres in the northwest corner of that Township. It is largely unserviced and needs at least adequate water to attract industry. It seems debatable whether the Township should be engaging in industrial promotion in a rural location. However, having done so, the County can hardly refrain from supporting its efforts.

The County's economic development manager has also been concerned with the closing of the Federal radar station at Foymount in the Township of Sebastopol and the subsequent sale of the property for development as an industrial park. It has been possible to maintain substantial occupancy of the residential dwellings in Foymount but industrial promotion is proving an uphill struggle.

The County has also been giving grant support to two travel organizations, the Upper Ottawa Valley Travel Council and the Madawaska Valley Travel Council. The latter extends its services beyond the County of Renfrew into Hastings County. These two travel councils which operate on very small budgets also obtain nominal financial support from the Eastern Ontario Travel Association. In their place, a consolidated structure for tourist promotion throughout the entire County has been mooted by the County's economic development manager.

Among the 26 traditional counties that have not undergone restructuring, Renfrew is the largest in area and contains the greatest number of municipalities. It includes three substantial towns, eight villages of average population and 25 townships, half of which contain much below average permanent population. The one separated municipality within the County, the City of Pembroke, has dropped below the statutory minimum population to become a city. It is the smallest city in Ontario and would remain so even if it took in all the adjacent spillover population.

Staffing and Accommodation

Both the City of Pembroke and the County of Renfrew are reasonably well staffed in relation to their municipal responsibilities. The County has good accommodation and equipment for both its inside and outside workers. The inside workers of the City of Pembroke have good accommodation and equipment while the City has plans for improving the accommodation for outside workers. The accommodation for the City's fire department is not adequate.

The small population of the villages and townships has contributed to a high degree of inadequacy in their staffing and accommodation. Detailed information on this subject, obtained through the circulation of questionnaires to the municipalities, was presented in the publication Background Information. Some summary information on the subject follows.

Two villages and ten townships had no full-time administrative staffing. Three villages had no public works staff whatsoever while two others employed only part-time people. Six townships depended entirely upon part-time public works staffing.

Of seven villages that responded to the query, only two employed formally qualified personnel in any capacity. Among 21 responding townships, 12 could not claim that any staff were formally qualified while the extent of formal qualifications in one further township was minimal.

Office accommodation was deemed inadequate in all three towns but in only one of the responding villages. In nine townships the clerks carried out their work from home and in four others the accommodation for inside workers was acknowledged to be inadequate. The accommodation for outside workers and their equipment was recognized as inadequate by one town and two villages, while the other two towns reported partial deficiencies. Seven of the townships regarded their public works accommodation as inadequate. Where fire protection was being provided, the accommodation was considered in most cases to be adequate.

County Functions

The County may be equipped to carry out its existing responsibilities but these are below average for a traditional county and much less than the array of services for which the restructured second-tier municipalities take responsibility.

In relation to its size Renfrew looks after a smaller network of roads than any other county. It is one of five of the traditional counties that has not yet obtained jurisdiction over general welfare assistance. It is not among the half dozen traditional counties that have obtained planning jurisdiction, although it does employ a professional planner to assist its local municipalities. Renfrew's relationship to the children's aid and homes for the aged services is only as a partner with the City in the support of these functions. Responsibility for the health unit is shared with the City, the Township of Airy and the Province on behalf of unorganized territory from the District of Nipissing. The County has no involvement in conservation. It has no County library service, operates no parks or recreation services, provides no garbage disposal and undertakes no building inspection services.

All these are functions that some other traditional counties are performing. The list could doubtless be extended. Lastly, between 1972 and 1975 the budget for the County's economic development services was sharply reduced. What Renfrew is doing it may be doing well, but its scope as a second-tier municipality is severely limited.

The narrow range of the County's services would be cause for less concern if on their part the local municipalities were filling the gap and were strong performers. The facts however suggest otherwise. The local road services are not strongly staffed or highly developed. Much reliance is placed upon provincial highways and county roads. Half the townships have two miles or less of hard surfaced local roads and most of these same municipalities lie outside the County Good Roads System. There are 184 part-time welfare administrators throughout the Province of Ontario. The County or district with the biggest concentration of such officials is Renfrew with 34 part-time welfare administrators. The substantial gaps in local fire protection, the inadequate budgeting for recreation and cultural services and the almost total absence of rural support for public libraries are other disturbing features of the situation.

Tax Strength

Further evidence of the limitations of the existing local municipalities is provided by an analysis of the strength of their tax bases. For the urban municipalities such evidence is found in the residential-commercial assessment ratio, the equalized total taxable assessment per capita, the amount of exempt assessment and the share of such assessment that is subject to payments-in-lieu of taxes. Such information was presented in Tables 19 and 20 of Background Information. It revealed the notably weak positions of Chalk River, which serves largely as a dormitory to the atomic energy plant without benefiting from its assessment, and of Killaloe Station, with its high proportion of retired people. It indicated as well the limited financial circumstances of four other villages.

The contrasting strength of the Village of Braeside's tax base was also remarkable: 75.4 per cent of its assessment was on the commercial side of the roll, compared with 14.1 per cent in Chalk River, while its equalized taxable assessment per capita was almost four times as great as Chalk River's. Other centres that were unduly favoured are Deep River and Petawawa. Thus the lack of economic resources within the County is compounded by their unequal distribution, municipality by municipality.

In rural or partially rural municipalities the residential-commercial assessment ratio is meaningful only when read with other information--equalized total taxable assessment, exempt assessment and the proportion subject to payments-in-lieu supplemented by a breakdown of the residential assessment into farms, non-farm year-round residences and seasonal residences. The latter data have been assembled as a percentage breakdown of the 1974 assessment for 1975 taxation in Table 3. They provide an indication of the strength that is lent to the tax base by farming operations and by seasonal properties of non-residents who make limited demands upon municipal services. Table 3 helps to explain the sharp contrasts in per capita taxable assessments among the townships where per capita figures range from a low of less than \$3,000 to a high of more than \$16,000. The very high figure, applicable to Sebastopol, is explained by the very small permanent population entering into the per capita calculation.

Local Municipal Capabilities

In developing proposals for restructuring a number of tests have been applied to the local municipalities to determine where mergers seem essential in order to provide an adequate base for future operations. The important points that were examined included, in addition to the strength of the tax base, the extent of the permanent population, the size of the electorate (which includes non-resident electors), the staffing and accommodation available to the municipality, the range of present municipal services and the income levels of the resident population. Having put these facts together I have concluded that nine of the 25 townships must be categorized

TABLE 3

County of Renfrew - City of Pembroke Restructuring StudyPERCENTAGE BREAKDOWNS OF TAXABLE ASSESSMENT IN THE TOWNSHIPS

1974 Assessment for 1975 Taxation

TOWNSHIPS	Portion Subject to Residential Rate %	Breakdown of Assessment Subject to Residential Rate				
		Farm %	Non-Farm Residential %	Seasonal %	Other %	Total %
Admaston	92.1	73.87	21.82	4.10	0.20	100.00
Alice & Fraser	83.1	46.02	52.88	0.57	0.53	100.00
Bagot & Blyth.	88.8	23.97	35.92	40.09	0.02	100.00
Bromley	94.4	85.20	14.70	0.05	0.06	100.00
Brougham	93.9	47.03	20.01	32.96	NIL	100.00
Brud. & Lyn.	98.5	64.62	21.62	13.56	0.20	100.00
Grattan	86.9	58.88	35.95	4.86	0.31	100.00
Griff. & Mat.	95.9	34.96	32.57	31.77	0.70	100.00
Hag. & Rich.	94.4	32.23	33.54	34.22	0.01	100.00
H., C. & M.	76.1	23.83	66.83	8.42	0.92	100.00
Horton	86.1	47.54	43.91	8.50	0.05	100.00
McNab	85.7	37.82	52.61	9.10	0.46	100.00
North Algona	82.2	20.43	39.43	39.69	0.45	100.00
Pembroke	74.8	17.69	71.99	5.25	5.07	100.00
Petawawa	86.8	8.76	84.80	6.09	0.35	100.00
Radcliffe	87.8	16.43	29.59	53.57	0.41	100.00
Raglan	79.5	47.11	41.82	10.86	0.22	100.00
R., B., W. & M.	88.4	11.18	79.45	9.17	0.19	100.00
Ross	62.9	66.53	27.31	5.73	0.44	100.00
Sebastopol	98.4	32.86	14.86	52.28	NIL	100.00
S., J. & B.	90.2	21.35	46.41	31.46	0.78	100.00
South Algona	99.5	51.08	8.64	40.28	NIL	100.00
Stafford	83.9	29.00	70.64	0.09	0.28	100.00
Westmeath	83.6	74.97	14.31	10.60	0.12	100.00
Wilberforce	95.9	61.75	25.65	11.98	0.61	100.00

Source: Assessment Division, Ontario Ministry of Revenue

as lacking the desirable minimum standards for continuing independent existence while three other townships and two of the villages must be regarded as in a marginal position.

In considering structural changes, account must also be taken of the spill-over from urban municipalities into the townships and the close physical relationship of certain urban municipalities one to another. A need is seen for expansion of most urban boundaries or the merger for certain purposes of small urban with rural municipalities. In two cases, the merger of adjacent urban municipalities is called for.

Where land is taken from a rural township and placed in an urban municipality, it affects the viability of the township concerned. The result of urban expansions that I deem desirable is to place three or four further townships in the position of being no longer viable.

Representation

Under The Municipal Act, county councils are made up of ex-officio representatives from the constituent local municipalities. Ordinarily, the ex-officio members are the reeves and, for municipalities with 1,000 or more electors, the deputy reeves. In a local municipality with more than 2,000 electors, the reeve is given an additional vote. Where there are more than 3,000 electors, both the reeve and the deputy reeve have second votes. A county may however provide that its council shall be composed either of reeves and only those deputy reeves from municipalities with 2,500 or more electors or of reeves alone. Under either circumstance the designated representatives are given additional votes in recognition of the number of electors in the municipality.

The Council of Renfrew County voted to eliminate deputy reeves from the Council effective January 1, 1975, thereby reducing the size of Council to 36 where otherwise the total would have reached 58 members. The multiple voting arrangement in Renfrew results now in the exercise of 72 votes by the 36 representatives. Six representatives have four votes each, three

have three votes each, twelve two votes each and the remaining fifteen single votes. Concern has been expressed that the Renfrew County Council is still too large and my observations lend support to this viewpoint. The system of multiple voting has been under critical review by the Provincial Government for some years and it has been eliminated where restructuring has occurred.

One further point of concern is the varying extent of non-resident electors from one municipality to another. Table 13 in Background Information showed that non-residents range from a high of more than 73 per cent of the total in Brougham and Sebastopol to lows of under 5 per cent in Deep River, the City of Pembroke and Renfrew. Non-resident electors exceeded half the municipal total in nine townships and amounted to less than 10 per cent of the total in the City, the three towns, two villages and one township. Such differences require consideration of what is a practical and equitable form of representation on County Council.

Local Boards

Widespread use is made by municipal governments of local boards to manage certain municipal services separately from the council. Such bodies are ordinarily dependent to a greater or lesser extent upon the municipal council for the appointment of their members, approval of their budgets and provision of tax revenues for their use. They may also receive conditional grant support from the Provincial Government and may be empowered to raise money of their own through user charges or other forms of non-tax revenue. Local boards can be the means of achieving joint sponsorship of a service on behalf of all or part of two or more municipalities. Local boards are more widely used in urban municipalities than rural municipalities, primarily because such municipalities look after a greater range and extent of municipal services.

In the County of Renfrew the City is involved in ten local board operations, six of which serve both inside and outside the municipality. In the three

towns the average number of such bodies is seven while an average of three extend services beyond the boundaries of a single municipality. The eight villages average two local boards each and half the number are engaged in intermunicipal servicing. Half the townships make no use of local boards, according to our information, while the remainder average less than two boards each, half of them serving beyond the limits of a single township.

One of the recognized aims of previous restructuring has been to reduce the fragmentation of municipal responsibilities that results from substantial reliance upon local boards. It is a question of concern in the Renfrew Study.

SUMMARIZING, the municipal structure of the County of Renfrew is inadequate in having a weak county government, the smallest of Ontario cities separated from a county that is not strongly buttressed with participating urban municipalities, substantial urban spillover surrounding most urban municipalities and some villages and a larger number of townships that are too small and weak to merit continuing independent existence. Renfrew's County Council is too large and makes use of multiple voting to offset representational imbalance. The County and the urban municipalities place substantial reliance upon local boards for the immediate management of selected services, while the rural municipalities with their narrower range of services make only limited use of this debatable arrangement.

The Background

Ample opportunities for public participation in the restructuring study have been a required part of the terms of reference. This aspect of the undertaking has been especially important in looking at the largest county in Ontario and, for the same reason, particularly difficult to accomplish. In this chapter, I shall say something about each method that has been employed to secure public participation and the nature of the response that has been obtained. Before doing so however let me refer once more to the terms and conditions under which the study has been undertaken.

When the County of Renfrew and the City of Pembroke agreed to consider proposals for undertaking a restructuring study, the Provincial Government had established and reorganized the Municipality of Metropolitan Toronto, had created nine regional municipalities and one district municipality and had passed legislation for the restructuring of one of the traditional counties. In late 1973 the Province had embarked upon a fresh program to encourage restructuring studies in the remaining traditional counties. About that time, somewhat different action had been taken or was in progress on restructuring of four counties and one northern district. In addition, new studies had been commissioned of the Ottawa-Carleton Region and Metropolitan Toronto.

As an inducement to study restructuring, the Provincial Government was prepared to meet half the cost of any restructuring study carried out by an independent commissioner and under terms of reference acceptable to the Provincial Government. Cost-shared studies were to stress public participation opportunities. A ceiling of \$100,000 was set on the shareable cost of any restructuring study.

Further encouragement was given to the counties to take up the Province's offer by drawing attention to the more generous financial assistance available to restructured municipal systems compared with the traditionally-structured systems. A restructuring study was also favoured as a pre-requisite to designated county planning status.

For its part, the County of Renfrew had been seeking financial support for a restructuring study for several years. It was quite to be expected therefore that it would take up the Province's latest offer, if this could be arranged. The City was persuaded to join in the endeavour, since this was a condition of provincial financial support, and the stage of selecting a commissioner was reached by the summer of 1974.

Beyond the indicated financial and other inducements to undergo restructuring, the Provincial Government had undertaken not to implement restructuring recommended by a study commissioner except to the extent that it had been endorsed by the participating municipalities (counties, cities or separated towns) and was desired also by the Province. This approach contrasted with earlier restructuring that the Provincial Government had required the local areas to accept after a period of negotiation and adjustment of terms. Furthermore, growing pains and other shortcomings that were troubling the established regional municipalities were receiving considerable public attention. Again, in a period of severe inflation, sharply increased costs of municipal government in the wake of restructuring were disturbing. The fresh study of the Ottawa-Carleton Region, next door to Renfrew, reflected apparent dissatisfaction with its governmental framework.

Last summer, the calling of a Provincial election focused attention more strongly on past regional government developments and on the dozen county restructuring studies then in progress. What had already been a controversial question became a lively political issue. When the result of the election was a minority government, early action on restructuring recommendations appeared a remote possibility.

This background on the experiences with restructuring and the political climate in which it has been considered for Renfrew are essential to an understanding of the widespread suspicion, apprehension and antipathy with which the subject was viewed at the outset by many elected representatives and local citizens. The study was supported by both the City and County Councils, but only by a slim majority, with the help of the multiple voting system. It is not surprising therefore that it has been an uphill struggle to create positive interest in the study and confidence in the manner in which it is being pursued.

Meetings With Local Councils

Early in the study program, I met individually with the councils of all 36 local municipalities within the County and with the City Council. In order to expedite this part of the program, each council was asked to come to one of five centres where the commissioner would be available. Members of council were permitted to have one or more of their appointed officials in attendance. Some chose to do so while others did not. Although the timing of these meetings required morning or afternoon attendance by most councils, the turnout was very encouraging. Three townships and one village mustered only two elected representatives each, but most municipalities had a full turnout or close to it.

In the meetings with councils, there were only a few occasions on which those present spoke as a group. The predominant pattern was dialogue with individuals. My expectation was that these would be closed meetings at which restructuring issues could be explored fully and frankly. However one of the five host municipalities decided to conduct an open meeting with the press and public in attendance. It proved among the least rewarding. Thus the initial meetings with local councils generated ideas privately and personally and, in this setting, a lively discussion of restructuring issues was the rule, not the exception. Out of 37 meetings the consideration of issues was narrow in only six instances. Consequently, although a sizable number of delegations took

advantage of the occasion to remind me that their councils had voted against proceeding with the study, the initial meetings proved productive and encouraging.

Introductory Public Meetings

Public meetings to explain the study were held next in five centres---Pembroke, Renfrew, Deep River, Killaloe Station and Arnprior. The response was varied. At the first three meetings, the turnout was somewhat disappointing, particularly in Deep River where, however, the most constructive probing into the restructuring undertaking took place.

The meeting at Killaloe Station was different. A church hall was packed to the doors, some 250 people, and many in the audience bristled with antagonism to the whole undertaking. The question and discussion period was both challenging and disturbing. It revealed a high degree of opposition to the restructuring study throughout the municipalities of the south and southwest parts of the County.

There was a large turnout also in Arnprior. That meeting demonstrated a lively interest in restructuring by people resident in the eastern part of the County and in adjacent parts of Ottawa-Carleton and Lanark. For this occasion, the Town of Arnprior took the initiative to organize and display a substantial public interest in a new structure of municipal government that would join Arnprior and neighbouring municipalities in what was described as a mini-region. The area would be removed from the present County.

Private Interviews

During and following the introductory public meetings, a program of some 30 private interviews was accomplished. It afforded much useful input into the study of a positive nature. But it suffered from one defect. In the way the interviews were arranged the best geographic balance of coverage was not achieved.

The private interviews were mainly with business and professional people who had been identified to me as community leaders. Most of them had had some personal exposure to local government and had a reasonable grasp of the immediate situation. I found the information and opinions they supplied substantive and extremely helpful.

Open Houses

Last year in late June the study document entitled Restructuring Possibilities was issued and distributed widely throughout the County. It revealed the extent of structural change that I was then prepared to consider, based on our ongoing research program. It also gave notice of coming opportunities for public participation. The first of these was a series of what were called open houses to be held in ten centres throughout the County. At these places and times people could arrange by appointment to chat with the commissioner, individually or in small groups.

The response to the open house invitation was mixed. In several places hardly anyone turned up. In others I was occupied with fruitful discussion for the full time. Altogether there were more than 30 sessions with individuals or small groups, all quite informal and some of which overlapped with one another. More than half those who came had some official municipal connection, which meant that the attraction of the interested public was really quite limited. A favourable fact was the number who came from rural areas and from the southern part of the County, thereby improving the overall public participation coverage.

The open houses produced the first response, except for some press coverage, to the document Restructuring Possibilities. It was not too encouraging. They raised a question as to the extent of interest in restructuring and they disclosed defensive attitudes to restructuring alternatives.

Study Session

On Saturday, September 20, 1975, an all-day study session was held at Opeongo High School which occupies a strategic County location in the

Township of Bromley. Those attending were supplied in advance with copies of both Restructuring Possibilities and the more recent publication, Background Information. People came from all parts of the County. Again, more than half were from the municipal governments. But there were also representatives of voluntary organizations and a useful sprinkling of private citizens. The attendance of over 90 persons was more than satisfactory.

The all-day session achieved an important objective of the restructuring study. It brought together for the first time a representative mix of involved and interested people from all parts of the County, and it gave everyone ready opportunities to participate.

The session was first addressed by the Warden of the County, the Mayor of the City and the commissioner. Then plans were presented for the day's activities and the participants moved into seven concurrent group sessions. Each group of twelve to fifteen people included a balance of municipal representatives and interested citizens drawn from all parts of the County.

The initial assignment for the groups was to identify municipal problems that could be reduced or eliminated through restructuring. In a second round of meetings, the participants were invited to develop practical solutions to the problems identified earlier. Then representatives from the groups reported the group thinking to a closing general session. The result was a number of solid contributions to the question of outer boundaries, units of government, methods of representation, service responsibilities and municipal financing. There was not of course full accord on any subject. Yet there was substantial agreement on the existence of municipal problems and on the desirability of introducing some significant structural changes. The study session emerged as a high point of the restructuring study.

Public Hearings

Public hearings were scheduled for the third week in October. Associated with them, written submissions were received from 24 municipalities, including one outside the County, two local boards, eight organizations and

five individuals. Three submissions were received too late for the public hearings while two municipalities made a further submission after the hearings.

A list of the submissions is included as Schedule 1. It shows that the municipal submissions came from the City, all three towns, six of the eight villages, but only thirteen of the 25 townships. In this connection, I note first that the reeves of four further townships made oral submissions during the hearings and, further, that the extent of submissions received from the municipalities and others certainly comes up to the standard set by earlier restructuring studies in this Province.

The thrust of the municipal submissions was less positive than the informal discussions with the municipal councils earlier. Seven of the briefs came out flatly against any restructuring whatsoever, although one, somewhat inconsistently, went on to advocate that all municipalities be required to contribute to the County Good Roads System. One brief not only opposed restructuring but stressed the municipality's opposition to the study's very existence. Four more submissions can be described as offering little explicit support for any extent of restructuring. Of the remaining twelve, one submission took the stand that the County could carry out reorganization on its own by mutual agreement while three others advocated only the most minor changes. Eight submissions centered upon interesting and worthwhile ideas and two of them took what might be termed decidedly strong positions in favour of change.

From the local boards, a submission from the Pembroke Hydro expressed some cautions in relation to possible expansion of the local hydro operation. The Deep River Hydro-Electric Commission indicated its ability and willingness to serve a larger area, replacing part of the service provided through Ontario Hydro from Rolphton.

Among the written submissions from organizations and individuals the expressions of support for restructuring were stronger than from most local authorities. Useful ideas have been gleaned from this source.

SCHEDULE 1

County of Renfrew - City of Pembroke Restructuring Study

WRITTEN SUBMISSIONS TO RESTRUCTURING STUDY

Municipalities

City of Pembroke	Township of Alice and Fraser
	Township of Bagot and Blythfield
Town of Arnprior **	Township of Bromley *
Town of Deep River	Township of Brougham
Town of Renfrew	Township of Brudenell and Lyndoch
	Township of Head, Clara and Maria **
	Township of Horton
Village of Beachburg	Township of McNab
Village of Braeside	Township of North Algona
Village of Cobden	Township of Pembroke
Village of Eganville	Township of Radcliffe
Village of Killaloe Station *	Township of Rolph, Buchanan, Wylie and McKay
Village of Petawawa	Township of Ross

Township of Pakenham, County of Lanark

Local Boards

Hydro-Electric Commission of the Town of Deep River
Pembroke Hydro-Electric Commission

Organizations

Arnprior District Chamber of Commerce
District Eight of the National Farmers' Union
Lions Club of Beachburg, Incorporated
The Madawaska Association for Developmental Ecology
Palmer Rapids Branch of the Canadian Red Cross Society
Renfrew County Federation of Agriculture
Renfrew North New Democratic Party Riding Association
West Carleton Group of Citizens

Individuals

Mrs. Audrey Green *
Mr. Michael J. Haas
Mr. George Matheson
Mr. George Wallace
Mr. & Mrs. A. Wigmore

* Received too late for the public hearings

** A second submission made after the hearings

At the public hearings the discussion of submissions tended to disclose more positive attitudes than the written statements filed beforehand. It became clear, for example, that the strong opposition to restructuring was focussed upon the kinds of restructuring associated with regional government. It should be remarked also that the four reeves who made only oral submissions each struck a positive note. It seems fair to conclude that certain moderate and practical changes appear to be acceptable to almost everyone.

The hearings occupied four full days and included evening sessions in each of the three centres chosen for the hearings. At these sessions as much time as necessary was set aside to hear individuals who had not put in written briefs and who had questions, comments or proposals to put forward. The evening sessions brought out legitimate concerns and worthwhile opinions. They helped to broaden the public understanding of the restructuring study.

Examining The "Proposals in Outline"

At the time of the hearings the people of Renfrew were advised of my intention of issuing recommendations for change in draft form in advance of the publication of the commissioner's report. The announced purpose was to give people an opportunity to question, or challenge, or speak in support of the proposed changes.

The statement, *Proposals in Outline*, was distributed at the end of January and, commencing February 9th, evening meetings were held in Pembroke, Barry's Bay, Deep River, Renfrew, Arnprior and Eganville, concluding on February 17th.

The first of these meetings was a distinct disappointment, despite the precaution of securing a respected community leader outside the municipal scene to chair the meeting. A number of elected representatives took the opportunity to attack the fundamentals of restructuring, for the most part without specific reference to the restructuring proposals before the meeting. Other people in attendance who might have been expected to think differently sat on their hands.

I decided therefore that at future meetings some structuring of the proceedings was required. Future meetings would begin with an explanation of the proposals by myself and would be followed by an ample allotment of time in which to question the meaning or purpose of any of the listed proposals. Only when these important preliminaries had been disposed of would people be given an opportunity to attack what was being proposed and then only if they were prepared to be specific and to say why they found particular changes undesirable. The result of this change in procedure was a series of lively but orderly meetings that dealt with the business at hand and considerably broadened the public understanding of the commissioner's plans for Renfrew.

Looking back on what has occurred, it would seem that the public participation program that has been built into the restructuring study has achieved some very important and beneficial results. It is plain also that further interpretation of the need for and benefits of restructuring will be required if a worthwhile, long-term improvement is to come about in the municipal system serving the County of Renfrew. Where will the leadership come from for such a development?

7 FINDINGS AND CONCLUSIONS

The County of Renfrew is very much larger than any other second-tier municipality in Ontario but it is much more sparsely settled than most and substantial areas are entirely without population. With more than half the County within the Precambrian Shield, with its heavy dependence upon resource industries, its uneven settlement pattern and its relative isolation, Renfrew bears a much closer resemblance to the northern districts than to the counties of the south. Yet Renfrew was settled early and has enjoyed a substantial measure of municipal self-government for the past 135 years. Many people can claim a long connection with the County and they regard their municipal institutions as a lasting heritage.

The basis of settlement in the nineteenth century was lumbering and farming. Since the turn of the century and the disappearance of the virgin stands of white pine, lumbering has declined sharply. Farming has remained important but latterly has provided much reduced employment and income. Other than mining activities that have for the most part disappeared, the chief buttress to employment in the twentieth century has been government undertakings and some expansion of manufacturing. Latterly, new industries have been substantially counterbalanced by plant shutdowns.

The County of Renfrew has for years relied upon government intervention to support its economy. A recently-announced Provincial Development Strategy for Renfrew is to be supported by \$2 million in government aid. It is a response to the extreme problems now facing this County. Under the plan, Pembroke is to be the chief growth centre and the Pembroke area the setting for a new industrial park. Arnprior and the troubled Town of Renfrew will be secondary growth centres.

At this critical time in the County's history the municipal structure that serves Renfrew is seriously deficient. While the County has good staffing

and accommodation, its service coverage is much less extensive than other upper-tier municipalities. Its development promotion activities, operating now at a sharply reduced level, and its informal assistance to local municipalities on community planning are exceptions to what otherwise is a minimum service program. Much recent urban development has spilled over the corporate limits of the City, the towns and several villages. This fact has contributed to acute problems of land servicing both within and outside the urban boundaries.

In two widely separated locations urban separations have created sharp discrepancies in the financial strength of communities. In the east, the Village of Braeside contains a lumber mill which gives it an extremely favourable assessment ratio. In the west, the Village of Chalk River obtains no benefit from the substantial payments-in-lieu of taxes coming from Atomic Energy of Canada Limited, the chief source of employment for its people.

The majority of Renfrew's villages and townships are too small in population or electorate and too limited in taxable capacity to provide the expected range and level of municipal services. As a result, many people put up with substandard roads, go without fire protection and lack public libraries and other cultural and recreational amenities. In the villages, the water and sewer services are inadequate. Municipal officials are largely untrained. Many work from home, while the municipal accommodation available to others is commonly inadequate.

The City of Pembroke left the County 5½ years ago when its population barely exceeded 15,000. Today the number within the corporate limits is less, although the population of the greater city has passed 18,500. At that it would still be the smallest Ontario city.

Some municipalities would like to see Pembroke remain separate from the County. If it did, enlargement of the City boundaries would be strongly opposed. Other local municipalities would welcome the City back, provided it repurchased its share of County assets.

The separation of the City from the County cannot be said to serve the community's best interests when strenuous efforts, centered heavily upon Pembroke, are required to expand the employment base. In any event, the City is closely linked to the rest of the County. On the one hand, it provides employment for commuters coming from as far away as Renfrew, Eganville and Barry's Bay. On the other, bus loads of its bread-winners head north-westward daily to the Chalk River Nuclear Laboratories and the hydro-electric and nuclear generating stations at Des Joachims and Rolphton. And the City is a focal point for education, entertainment and shopping for people from substantial distances.

The County is seriously divided in its economic interests and community attitudes. First of all, a sharp difference in outlook exists between the people of the Ottawa Valley and those living in what is sometimes called the hill country. Then too, the major urban areas along the Valley have differing economic interests which influence considerably the outlook of their people. Deep River is the elite community of the research scientists. Petawawa reflects the transient nature of military service. Pembroke, Renfrew and Arnprior compete aggressively with one another for industry. In the competition with Arnprior, Pembroke and Renfrew are both sadly aware of their additional distances from markets. For its part, Arnprior feels the isolation of its border location and, to continuing membership in the County, would prefer to establish an Arnprior-centered region or to join Lanark or see the County split in two. From Arnprior's side, a fresh alignment outside the County of Renfrew would seem entirely practical. From the viewpoint of the rest of the County, large as it is, the loss of the Arnprior area could prove permanently damaging.

The City of Pembroke and the County of Renfrew have been partners in important endeavours. When Pembroke left the County it continued to share responsibility for the health unit, homes for the aged and children's aid services on a new partnership basis. Establishment of a suburban roads system gave it an ongoing interest in those County roads declared suburban.

The City has worked closely with the County in seeking a general development agreement with the Federal and Provincial Governments. The City became a ready co-sponsor of the present restructuring study. The question to be faced however is whether cooperative arrangements may be expected to remain harmonious under all circumstances. Certainly while Pembroke remains outside the County such questions as changes in the City's outer boundary, the extension of municipal services into adjacent townships and the location of the proposed new industrial park can be highly inflammatory.

The conclusion I have reached following a lengthy exposure to the conditions in Renfrew is that major changes in the municipal structure are required in order to provide needed support for the successful implementation of a Renfrew County development strategy and a consequent strengthening of the local economy. I find it unreasonable to expect the initiative on fleshing out and applying the development plan to be taken by a group of provincial civil servants based in Toronto. The people of Renfrew need to be actively and harmoniously involved. Indeed, the continuing participation of local community leaders seems to me absolutely essential in order to ensure that the moves to be made fit the local circumstances and suit the local people.

The requirement as I see it is for a strong and effective County Council that can enlist the support of the diverse interests in a common cause. To achieve this objective, I propose a smaller, directly-elected County Council. The idea is not that revolutionary. It was seriously considered in 1973 by a Committee of County Council itself that had been established to look into restructuring.

I think it less important to reshape the structure of local municipal units. Yet at the local level also some changes are unavoidable. Nine or more rural municipalities are not now viable. Others are in a borderline position. Something can and must be done. Surely, a modest and reasonable goal is to create local units that have enough population and assessment to maintain a municipal office with at least one trained person on staff.

The restructuring goals formulated by the Provincial Government 7½ years ago favoured a minimum population of 8,000 to 10,000 for each restructured local municipality. For Renfrew I am prepared to accept a less ambitious change, a minimum of 1,000 for the population and likewise for the electorate. I am prepared to be satisfied with these target figures because the sparsity of population in the southerly and westerly parts of the County requires in several instances territorial coverage approaching 400 square miles. Nevertheless, such units are not much larger than some already in existence and no larger than some that have existed in the past. Furthermore, the Renfrew County restructuring committee of 1973 considered imposing a minimum municipal population of 750, while the County Council voted on but rejected a minimum of 1,000.

Where regional restructuring has taken place in Ontario, the local municipal units have commonly been reshaped to bring urban and rural developments together within a single municipality. That approach was likewise adopted when the District Municipality of Muskoka was set up. The restructured County of Oxford however took a different form. There, all but the smallest urban municipalities were kept separate from rural areas except for the inclusion of some open land for future urban expansion. I have discussed these alternative approaches with a number of people in the County of Renfrew and the majority seem to prefer the Oxford County approach, as I myself do. On the other hand, at the County level the blending of rural and urban interests has always been the practice. It strikes me as a logical arrangement since the bulk of the County services are of interest alike to rural and urban people.

If the County of Renfrew is to undergo boundary changes which keep the larger urban places separate from the rural municipalities, expansion of the urban boundaries should be undertaken as part of the restructuring. One further essential element of a comprehensive plan of boundary changes is the revision of the outer boundaries of the County where that is required to eliminate servicing difficulties and to strengthen community relationships. I favour including these further forms of change in any restructuring of the County of Renfrew.

This brief chapter sets down the major findings and the important conclusions of the restructuring study. The following chapter presents the detailed recommendations that would give effect to my proposals for change together with necessary explanations and supporting argument.

This chapter contains the detailed recommendations required for full implementation of the findings and conclusions. For simplicity, each recommendation is indented, numbered and merely declares what I propose should be done. Necessary explanations are set down with each recommendation or group of recommendations.

In general, the form and content of the recommendations corresponds to the material presented in the study's Proposals in Outline. However, changes have been made as a result of reactions at the public meetings, the subsequent receipt of submissions and further discussion and reflection. Consequently it is the present recommendations rather than the earlier proposals that embody my views on municipal restructuring.

Sometimes in reports of this kind, the author takes the position that it is essential to treat the recommendations as a package and either accept or reject them all. I take no such view of the recommendations for Renfrew. At the same time it will be obvious that certain recommendations go together so that one is not practical without the other or something closely akin to it. I hope, moreover, that the reader will find that the recommendations have an essential unity and, taken together, provide a balanced plan of improvement for the area.

Outer Boundaries

From my viewpoint of the County of Renfrew's position, the five following recommendations are entirely firm. In explaining the proposed outer boundary changes, I shall indicate questions affecting other jurisdictions that need to be resolved by the Province before implementing changes, but only one such matter will take the form of a recommendation, that is, alternatives for the Township of Clara, whose future I believe should lie with the District of Nipissing.

1. Transfer the geographic Township of Clara to the District of Nipissing as

- a) a new improvement district
- b) part of an improvement district including Cameron and Clara, or
- c) part of an enlarged rural municipality combining the Township of Papineau with Cameron and Clara,

with the choice to be made after suitable study by the Provincial Government.

The Improvement District of Cameron serves a population of 136 persons and obtains road services from the adjacent Township of Papineau, population 628. The population within Clara is 157 persons. In the circumstances, it is understandable that representatives from the Improvement District of Cameron were hesitant to see their area expanded to include Clara. I am now inclined towards the three-unit municipality. Certainly it would be a more practical arrangement than the present one. Papineau surrounds the Town of Mattawa (population 2,728). Deux Rivieres in Clara is 21 miles from Mattawa and 45 miles from Deep River. The change in municipal jurisdiction should result in all students from Clara going to Mattawa for their schooling rather than French speaking students going to Mattawa and English speaking students to Deep River as at present.

2. Add the geographic Township of Dickens to the Township of Sherwood, Jones and Burns.

The Township of Airy and the four adjacent unorganized townships have been looking to the County of Renfrew for their health unit services, to the District of Nipissing for their welfare services and to the County of Hastings for their schooling. I believe all such services should come from a common source and that it should either be Hastings or Renfrew because of the separation of this area from North Bay which is the headquarters for the district welfare service. Moreover, it would be easier to shift the health unit than the school jurisdiction.

At one time the Township of Airy wanted to join the Renfrew Restructuring Study and its reeve was strongly interested in Airy becoming a part of the County of Renfrew. Since then the political outlook has changed. Now to bring Airy into Renfrew would be a source of fresh controversy. Renfrew certainly needs no additional territories and, for this reason, all that should be added in this vicinity is the Township of Dickens since it is much more accessible to Barry's Bay and the County of Renfrew than to Bancroft and the County of Hastings.

3. Transfer the part of Bangor Township on the east side of Kamaniskeg Lake to the Township of Radcliffe.

Land fronting on Kamaniskeg Lake is in two counties and three townships. A major shift in boundaries would be involved in bringing the whole area within one county and the case has not been made for doing so. But some change is warranted by the fact that the properties in Bangor on the east side of the Lake have road access only through the Township of Radcliffe. I am informed that the area receives fire protection and a part of its road services from Radcliffe. The owners of all thirty freehold properties in the area have retained legal counsel with a view to effecting the transfer to Radcliffe.

4. Join the adjacent half of the Township of Darling to Bagot and Blythfield, the adjacent half of the Township of Pakenham to the Township of McNab and transfer the former Township of Fitzroy from the Regional Municipality of Ottawa-Carleton to the County of Renfrew.

In the most extensive, thorough and documented submission to be received by the study, the Town of Arnprior has made a convincing case for a change in the boundaries of the second-tier municipalities to bring all or a large part of the territory that is closely related to Arnprior within the same county or regional municipality. The Town's submission included evidence as to the area served by its high school, the hospital, the Social Planning Council, the Canada Manpower Centre, the post office, the newspapers, the service

clubs and other evidence on the strength and geographic extent of the Arnprior-centered community. The Chamber of Commerce set forth its area of coverage in a supporting submission. Another submission from a group of citizens in the former Fitzroy Township still further reinforced the Town's position and stressed the problem of maintaining acceptable school attendance boundaries in the absence of a change in the second-tier municipal boundaries.

Several years ago eight municipalities in the Arnprior area, namely, Arnprior, Bagot and Blythfield, Braeside, Darling, Fitzroy, McNab, Pakenham and Torbolton, undertook to study the desirability of amalgamating a number of these municipalities. The project revealed a significant mutuality of interests. The enthusiasm that once existed for consolidation of this area as a mini-region has not, it would appear, been fully sustained, except by Arnprior and the Fitzroy area.

If Arnprior is to remain within the County of Renfrew, what extent of its hinterland might reasonably be added to the County of Renfrew? The location of White Lake straddling the boundaries of McNab, Bagot and Blythfield, Darling and Pakenham is important to an understanding of this question. The pressure for expansion of cottage developments on this fine body of water makes it highly desirable to bring the whole lake within one county or another. The sparsity of settlement in the parts of Darling and Pakenham that are adjacent to Renfrew permit a transfer of territory without serious inroads upon or disruption of Lanark and will result in a stable county boundary for the future. The case for inclusion of the whole of Fitzroy is equally strong. It will link that former Township with the urban centre to which it most closely relates, and it would simplify any easterly expansion of Arnprior that might eventually be warranted.

As part of the County of Renfrew, the former Fitzroy Township will have the necessary population, electorate and taxable capacity to revert to an independent local municipality. If it should prefer to be part of a larger unit, it can reasonably be joined with the Township of McNab. That question

can be explored if and when the City of Pembroke and the County of Renfrew approve this report in principle and undertake more detailed examination of its recommendations.

With concurrent studies of Lanark and Ottawa-Carleton, the Provincial Government is in a position to determine the appropriate local municipal units in Lanark and Ottawa-Carleton in relation to the transfer of the recommended territories to Renfrew.

5. Reinststate Pembroke into the County with continuing city status and subject to suitable financial adjustments.

To my mind the opposition of a vocal minority ought not to be permitted to block the return of Pembroke to the County--a move which I consider of the highest importance to the Renfrew community's future.

If these restructuring recommendations are implemented, the means of effecting the change will be a public statute that might be entitled The County of Renfrew Restructuring Act. Under such legislation, it is customary to provide that the changes in boundaries and status shall be deemed to have been effected by orders of the Municipal Board and to leave it to the Municipal Board to rule on the appropriate adjustments of assets and liabilities. Where the matters are complex or controversial the Board has sometimes appointed one or more referees to assist it in resolving the issues. It seems clear therefore that the City will be required to do whatever is fair by way of re-establishing an interest in the County's assets.

Urban Service Centres

In 1849 when The Municipal Act was first passed it gave special status to urban settlements that were too small to be independent incorporated municipalities and yet sufficiently different from the rural communities around them to require some powers of their own. Such places became police villages. Each remained part of the township in which it was situated while being empowered to provide extra municipal services to its own people and to levy

taxes for such services through the township. There are 89 police villages today, scattered throughout the traditional counties. But the power to create new police villages is gone. It was removed eleven years ago. At that time also, legislation was enacted enabling townships to have their police villages dissolved if they established a suitable ward system of elections. In this way the police villages were expected to disappear. But events have proven otherwise.

In my opinion the police village concept might better have been updated than abandoned. Hence I propose that the smaller urban places in Renfrew become what I call urban service centres. An urban service centre would form part of the township in which it is situated while having the ability to develop or maintain distinctive urban services within its own area. The police village is a practical, proven blend of cooperation and independence. The urban service centre modernizes the terminology and would be backed by legislative changes to update the concept.

6. Subject to County approval, permit a rural municipality to delineate and give a name to an urban service centre embracing a predominantly urban settlement containing either a resident population or an electorate of 500 persons in which a demand exists for services not provided throughout the rural municipality.
7. Enable 100 electors within an urban settlement that would seem to qualify as an urban service centre to petition the County for designation as such.
8. Where an urban settlement that would otherwise qualify as an urban service centre overlaps municipal boundaries, require the County to alter the boundaries when establishing a centre in order to bring it within one local municipality.
9. Make provision in each centre for biennial election of an urban service board responsible for arranging for and overseeing special services within the centre with the cost of such extra

services to be met through taxes or user charges levied within the centre on the board's behalf by the rural municipality of which it is a part.

10. In so far as it is not inconsistent with the content of these recommendations, give an urban service centre the status of a police village, an urban service board the powers of a board of trustees, and the members of an urban service board the powers of police village trustees with the following exceptions:

- i) an urban service centre not to be dissolved by division of a township into wards
- ii) an urban service board not to be a body corporate, not to be subject to a statutory limit on its rates, and not to designate an inspecting member on its board.

The limited populations, electorates and tax bases of most villages make it appropriate to convert them to urban service centres or, in two instances, Chalk River and Braeside, to join them with an adjacent urban municipality. Petawawa, with a much greater population than the normal village obviously warrants different treatment while Eganville, though very much smaller, is large enough that expansion of its boundaries to take in its spillover population will justify its continued independent existence.

For Barry's Bay, the status of an urban service centre would seem to provide a suitable compromise solution to that Village's annexation ambitions and the counter efforts of Sherwood, Jones and Burns to effect an amalgamation of the two municipalities. The strong interest of both municipalities in cottage developments and tourist trade will be well served by the change. Administrative economies should also be possible.

11. Make BARRY'S BAY, BEACHBURG, COBDEN and KILLALOE STATION urban service centres within the rural municipalities in which each is situated with expansion as required to include areas where urban servicing is warranted.

Urban Expansions, Consolidations And Changes In Status

12. Enlarge the City of Pembroke, the Town of Renfrew, the Village of Petawawa and the Village of Eganville as described in Schedule 2 and shown on Maps 2 to 5 inclusive.
13. Merge Arnprior and Braeside, merge Deep River and Chalk River, and enlarge each merged area as described in Schedule 2 and shown on Maps 6 and 7.
14. Require each enlarged urban municipality to define, subject to County approval, its agricultural, undeveloped and partially-serviced lands as a limited service area thereby entitled to an appropriate reduction in taxes and user charges.
15. Provide in each limited service area for an elected, three-member local board, known as a board of residents, with authority to make representations to the council of the urban municipality on land use, servicing and tax matters directly affecting residents and taxpayers within the limited service area.

The relationship between Arnprior and Braeside is very close. In one informal submission by an elected representative I was told that many people from Braeside work in Arnprior and many from Arnprior in the saw-mill in Braeside. The merger will share Braeside's rich assessment with the urban community of which it forms a part. At the same time, the larger tax base will enable Braeside soon to obtain water and sewer service installations. This is an expensive project for a small village because trenches for the lines have to be cut through areas of rock.

The merger of Deep River, Chalk River and the adjacent areas seem justifiable to obtain "tax" equity--the sharing of the payments-in-lieu on the atomic energy plant properties. I recognize that there is considerable opposition to the change. In this regard, it was submitted to me that the Town of Deep River, the subdivisions in Rolph, Buchanan, Wylie and McKay and the Village of Chalk River

SCHEDULE 2

County of Renfrew - City of Pembroke Restructuring Study

BOUNDARIES OF ENLARGED URBAN MUNICIPALITIES

Arnprior - Braeside Follow lot line 15-16, McNab Twp., southwesterly from the Ottawa River to concession line A-B; thence southeasterly along the concession line to lot line 13-14; thence southwesterly to the mid-point of County Road 1; thence southeasterly parallel to the concession line to lot line 12-13; thence southwesterly along the lot line to Dochart Creek; thence southeasterly along the Creek to lot line 7-8; thence southwesterly along the lot line to the mid-point of Concession XI; thence southeasterly along the mid-concession line to the Madawaska River; thence easterly along the Madawaska River to the Renfrew & Ottawa-Carleton boundary; thence northeasterly along the County boundary to the Ottawa River; thence northwesterly along the Ottawa River to the point of beginning.

Renfrew Commencing at the east where the present boundary intersects the Canadian Pacific Railway, follow the present boundary northwesterly to the intersection with lot line 14-15, Horton Twp.; thence project the present boundary northwesterly 400 ft. beyond lot line 15-16; thence a line parallel to and 400 ft. beyond the direction first taken by lot line 15-16 as it extends southwesterly from concession line II-III and continuing in that direction to the Bonnechere River in Admaston Twp; thence easterly along the River to a point 400 ft. outside the present Town boundary; thence southeasterly parallel to and at a distance of 400 ft. outside the Town boundary to a point 400 ft. from Highway 132; thence southwesterly parallel to and at a distance of 400 ft. from Highway 132 to a point 400 ft. beyond the intersection with Opeongo Road; thence generally easterly parallel to and at a distance of 400 ft. on the south side of Opeongo Road to a point 400 ft. from the present Town boundary; thence southeasterly parallel to and 400 ft. outside the present boundary and its southeasterly extension to a point 400 ft. beyond lot line 3-4, Admaston Twp.; thence northeasterly parallel to and at a distance of 400 ft. from lot

SCHEDULE 2 cont'd.

line 3-4 and continuing in this direction to concession line III-IV, Horton Twp., but subject to a southeasterly extension along County Road 2, to lot line 6-7, Horton Twp., for a width of 400 ft. on each side of the County road; thence northwesterly along concession line III-IV to lot line 7-8 and northeasterly along the lot line to the point of beginning.

Pembroke Follow Hales Creek southerly from the Ottawa River to the Canadian Pacific Railway; thence easterly along the railway to a point 400 ft. from the Alice & Fraser-Stafford town line; thence southeasterly parallel to and at a distance of 400 ft. on the Alice & Fraser side of the town line to the Canadian National Railway; thence southwesterly along the railway to the mid-point of Concession A, Alice Twp.; thence southeasterly along the mid-concession line to a point 400 ft. from Highway 62; thence southwesterly parallel to and 400 ft. from Highway 62 to concession line A-B; thence southeasterly crossing the highway at right angles to a point 400 ft. beyond the highway; thence directly to a point on the town line southeast from Elgin Street where a line parallel to and 400 ft. from Elgin Street meets the town line; thence northeasterly parallel to Elgin Street at a distance of 400 ft. to a point 400 ft. from Highway 41; thence southeasterly parallel to and at a distance of 400 ft. from Highway 41 and then from County Road 19 to the intersection with the projection southwesterly, of lot line 14-15, Pembroke Twp.; thence crossing County Road 19 at right angles to the Muskrat River; thence following the River northwesterly to the point where the line is 400 ft. from County Road 19 and continuing at a distance of 400 ft. from the Road to the present boundary line; thence following the present line northeasterly to a southeasterly projection at right angles to lot line 23-24 from the point where the present boundary first touches that lot line on the southwest; thence southeasterly along that line of projection to lot line 16-17; thence northeasterly along the lot line to the Ottawa River; thence along the River, northwesterly to the point of beginning.

SCHEDULE 2 cont'd.

Petawawa From the Ottawa River, follow lot line 30-31 and concession line XII-XIII, southwestward to lot line 13-14, Petawawa Twp.; thence southeasterly along lot line 13-14 to the Petawawa River; thence generally northeasterly along the River to the present Village boundary; thence southeasterly along the present boundary and its extension along lot line 18-19 to a point 400 ft. beyond Murphy Road; thence northeasterly parallel to and at a distance of 400 ft. from Murphy Road to the point of intersection with County Road 26; thence directly to the intersection of Black Bay Road and the Canadian Pacific Railway; then southeasterly along the railway to a point 400 ft. from Beisenthal Road; thence parallel to and at a distance of 400 ft. from Beisenthal Road on the southwest to a point 400 ft. beyond Airport Road; thence parallel to and at a distance of 400 ft. from Airport Road northeasterly to the Canadian Pacific Railway; thence southeasterly along the railway to its point of intersection with the "B" Line, former County Road 15; thence northeasterly directly to the point where County Road 27 lies closest to MacGregor Bay and continuing in the same direction to the Ottawa River; thence northwesterly along the Ottawa River to the point of beginning.

Deep River - Chalk River Commencing at the point where the present boundary touches the Ottawa River on the southeast, follow the present boundary to lot line 5-6, Buchanan Twp.; thence southeasterly along lot line 5-6 to concession line VI-VII; thence northeasterly along the concession line to lot line 7-8; thence southeasterly along lot line 7-8 to the Chalk River; thence westerly along the River and along Corry Lake to lot line 1-2, Wylie Twp.; thence northwesterly along lot line 1-2 to the mid-point of Concession X, but subject to a southwesterly extension along Concession Road VIII-IX to lot line 2-3 for a width of 400 ft. on each side of the road; thence northeasterly at right angles to lot line 1-2 to a point 400 ft. from Highway 17; thence northerly parallel to and at a distance of 400 ft. from Highway 17 to the point of intersection with the existing boundary; thence northwesterly following the existing boundary to a point where a southeasterly projection of that part of

SCHEDULE 2 cont'd.

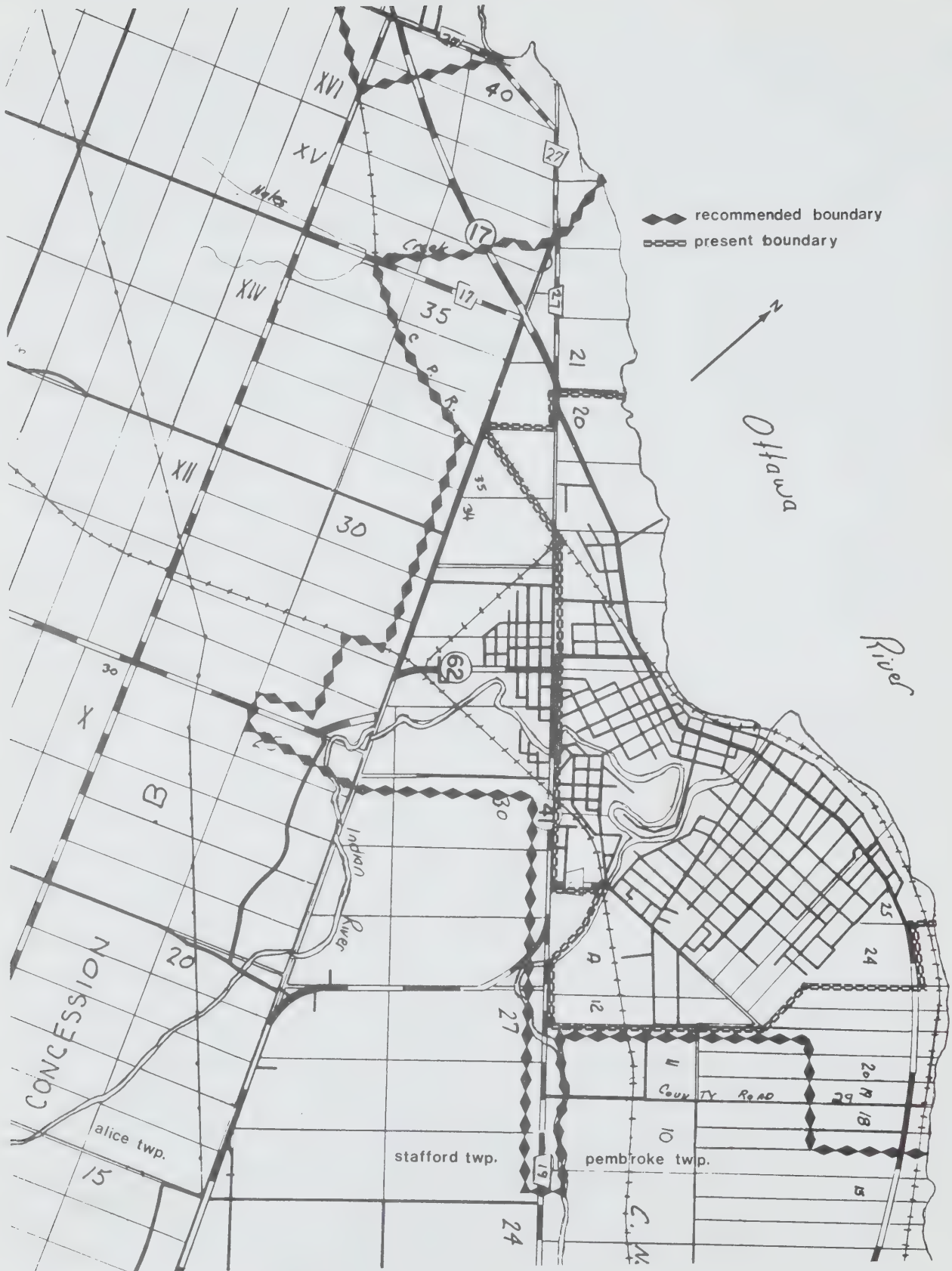
the existing boundary joining extensions of lot lines 10-11 and 11-12, broken front concession, meets the existing boundary; thence northwesterly along the projection line, the existing boundary and its further projection northwesterly to a point 400 ft. from Concession Road IV-V, Rolph Twp.; thence southwesterly paralleling the Concession Road at a distance of 400 ft. and continuing parallel to the unopened road allowance for a distance of 400 ft. beyond lot line 10-11; thence northwesterly parallel to and at a distance of 400 ft. beyond the lot line to a line parallel to the Concession Road and north-easterly at a distance of 400 ft. from the road to a point 400 ft. from Highway 17; thence northwesterly parallel to and at a distance of 400 ft. from Highway 17 to a point 400 ft. beyond the road allowance between broken front lots 15 & 16; thence northeasterly parallel to and 400 ft. beyond the road allowance to a point 400 ft. from Burke's Road; thence southeasterly parallel to and 400 ft. from Burke's Road to the mid-point of broken front lot 13; thence northeasterly, at right angles to the Road, to the Ottawa River; thence southeasterly along the Ottawa River to the point of beginning.

Eganville Follow the existing boundary from the Bonnechere River on the east side of the Village generally northeasterly to the most southeasterly point of the boundary line in Concession VII, Wilberforce Twp.; thence north-easterly at right angles to the road allowance between lots 15 & 16 for a distance of 400 ft. beyond the road allowance; thence northwesterly parallel to and 400 ft. from the road allowance to Concession line VIII-IX; thence southwesterly along the Concession line to meet and continue along the existing boundary to a point 400 ft. from Highway 41 & 60; thence northwesterly parallel to the Highway to a point 400 ft. beyond Concession line IX-X; thence crossing the Highway at right angles and continuing to a point 400 ft. beyond; thence southeasterly parallel to the Highway to Concession line VIII-IX; thence southwesterly along the Concession line to the Bonnechere River; thence generally northwesterly along the River to the point of intersection with the extension of a line running parallel to and 400 ft. beyond Concession Road XXII-XXIII, Grattan Twp.; thence southwesterly following the line 400 ft. from Concession Road XXII-XXIII to a point 400 ft. beyond the road allowance

SCHEDULE 2 cont'd.

between lots 25 & 26; thence southeasterly parallel to and 400 ft. from the road allowance to the point of intersection with Highway 512; thence crossing Highway 512 at right angles to a point 400 ft. beyond; thence northerly and northeasterly parallel to and 400 ft. from Highway 512 to a point 400 ft. from Highway 41; thence southeasterly parallel to and 400 ft. from Highway 41 to Concession line XIX-XX; thence northeasterly crossing Highway 41 at right angles and continuing northwesterly parallel to and at a distance of 400 ft. from Highway 41 to the mid-point of Concession XX; thence northeasterly at right angles to Highway 41 to the Bonnechere River and northwesterly along the River to the point of beginning.

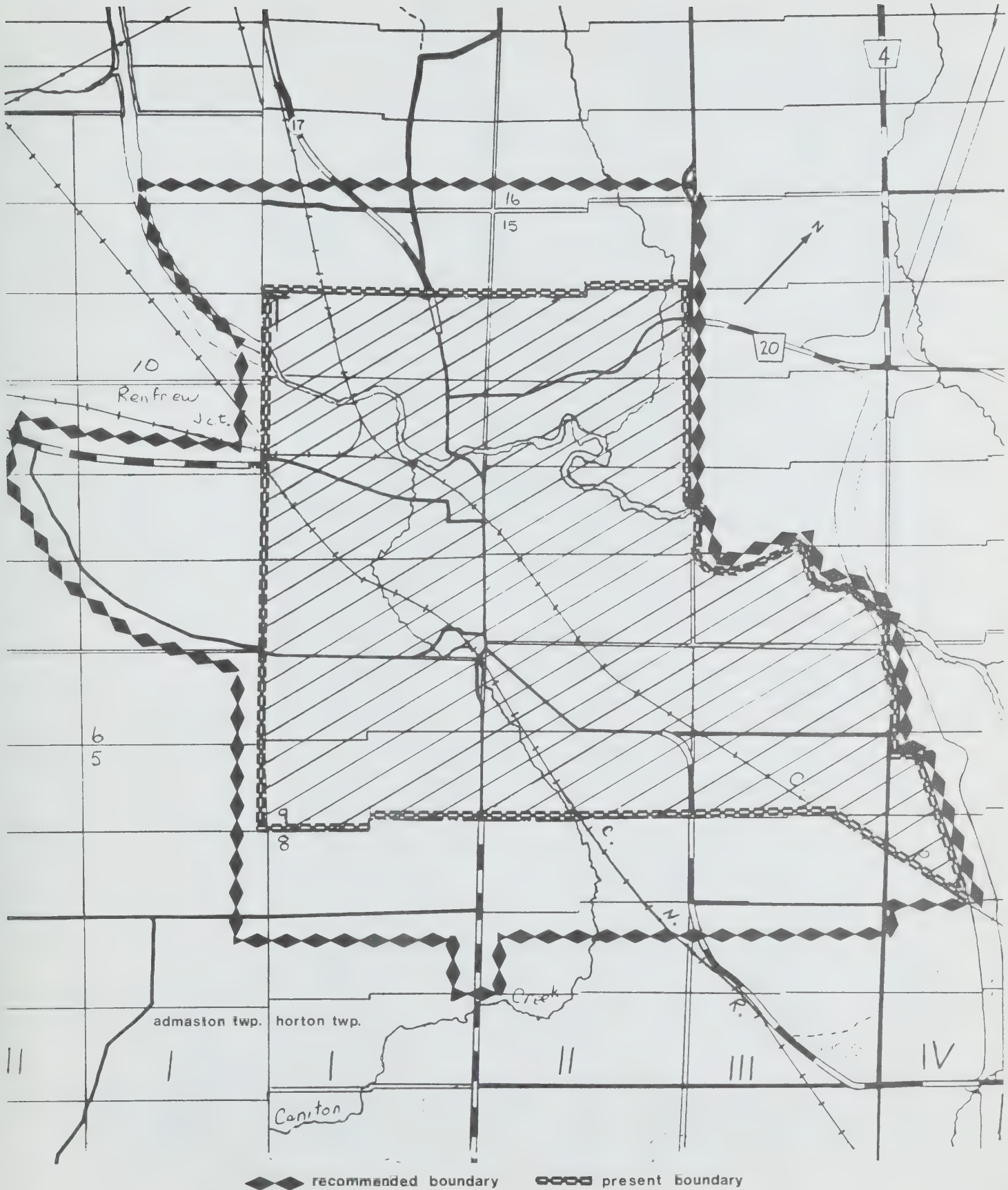
map 2



County of Renfrew - City of Pembroke Restructuring Study

ENLARGED CITY OF PEMBROKE

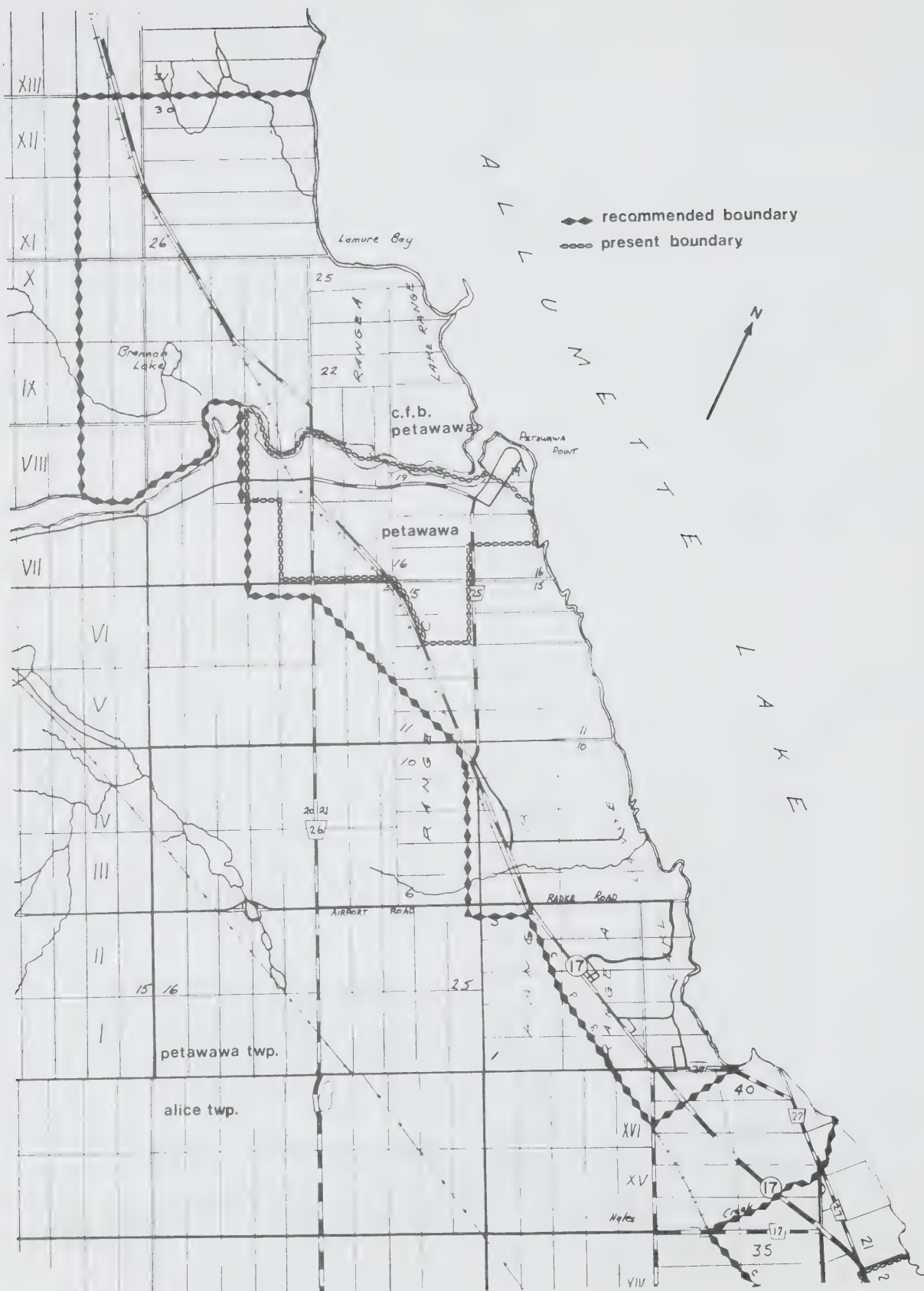
map 3



County of Renfrew - City of Pembroke Restructuring Study

ENLARGED TOWN OF RENFREW

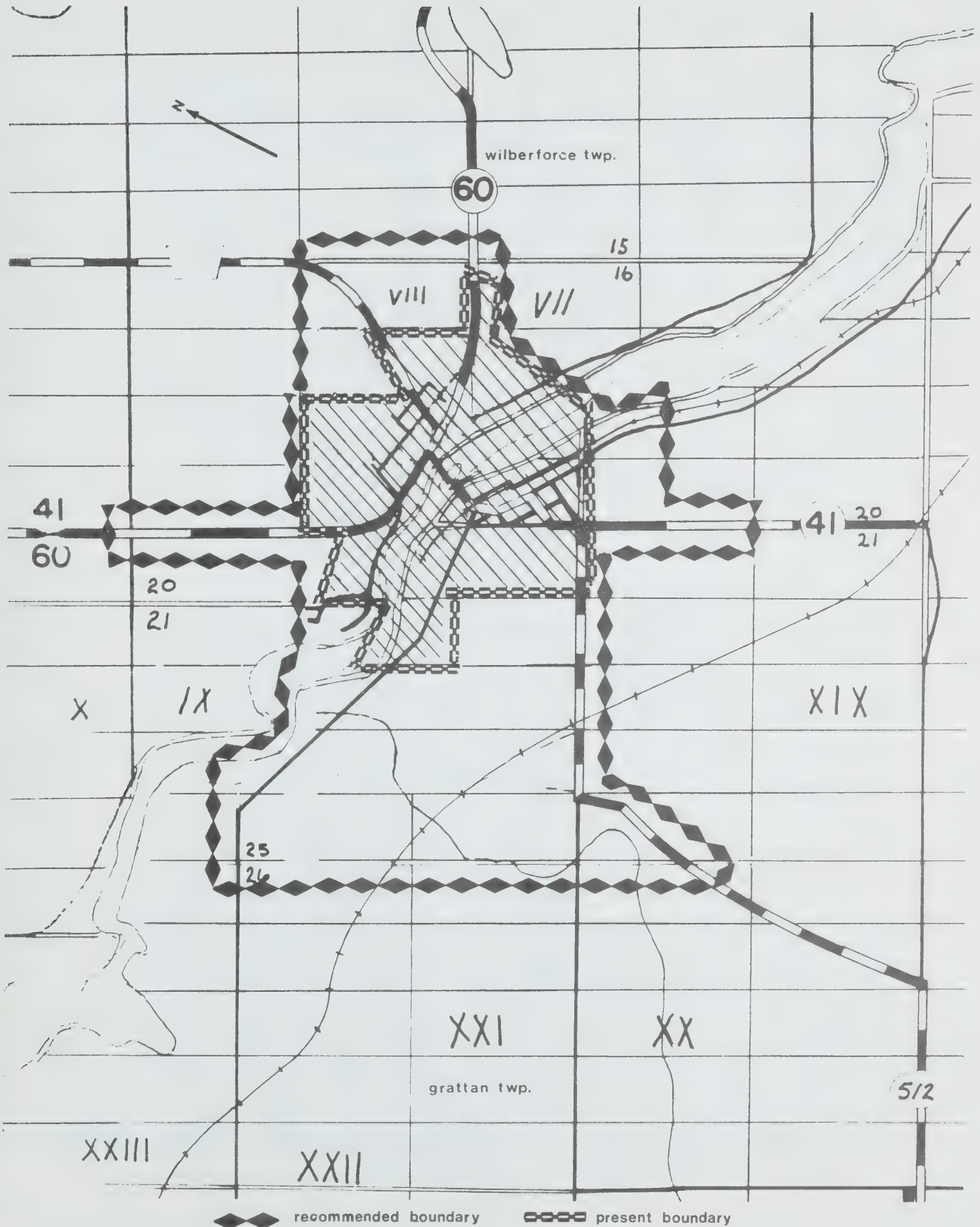
map 4



County of Renfrew - City of Pembroke Restructuring Study

ENLARGED TOWN OF PETAWAWA

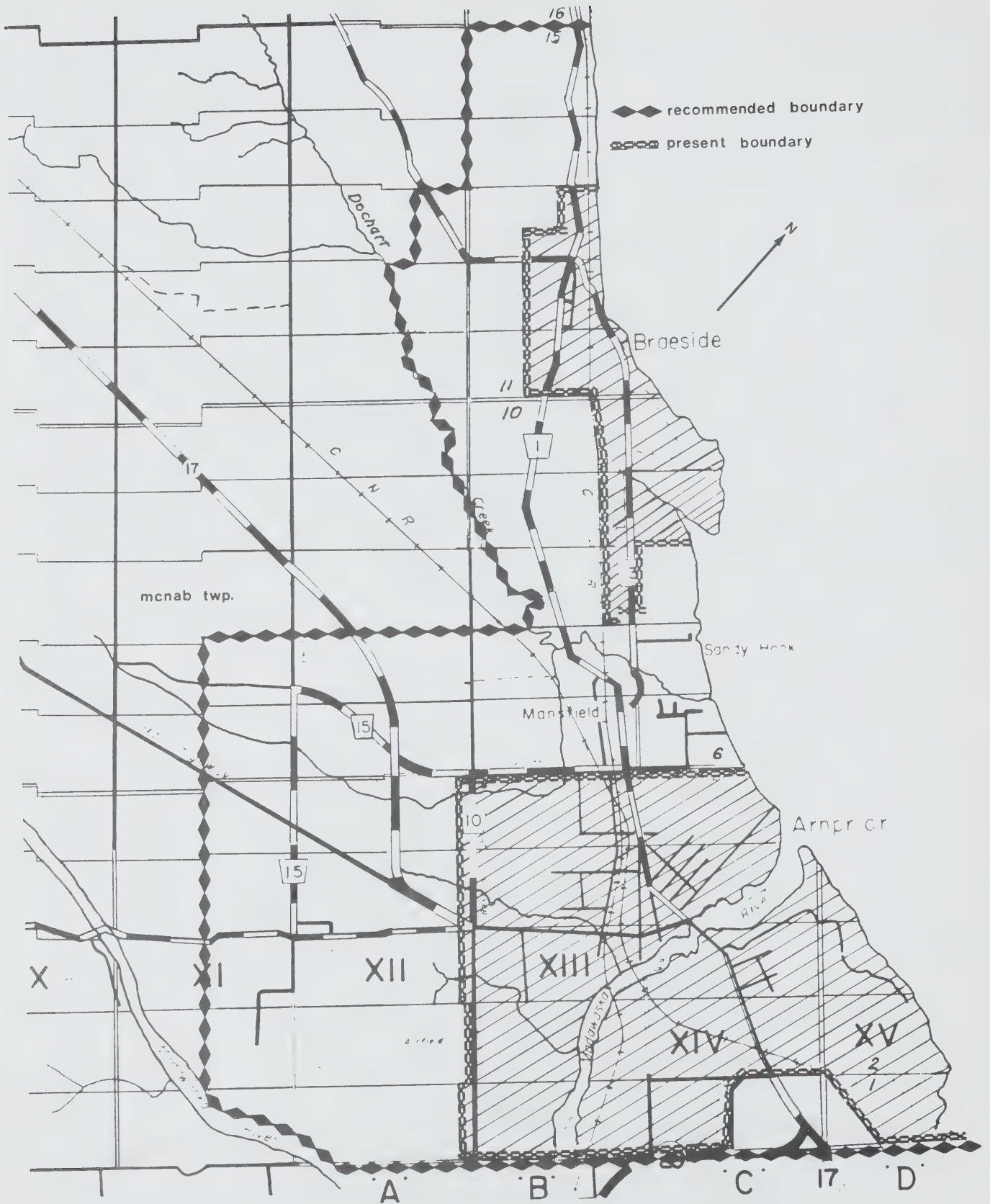
map 5



County of Renfrew - City of Pembroke Restructuring Study

ENLARGED TOWN OF EGANVILLE

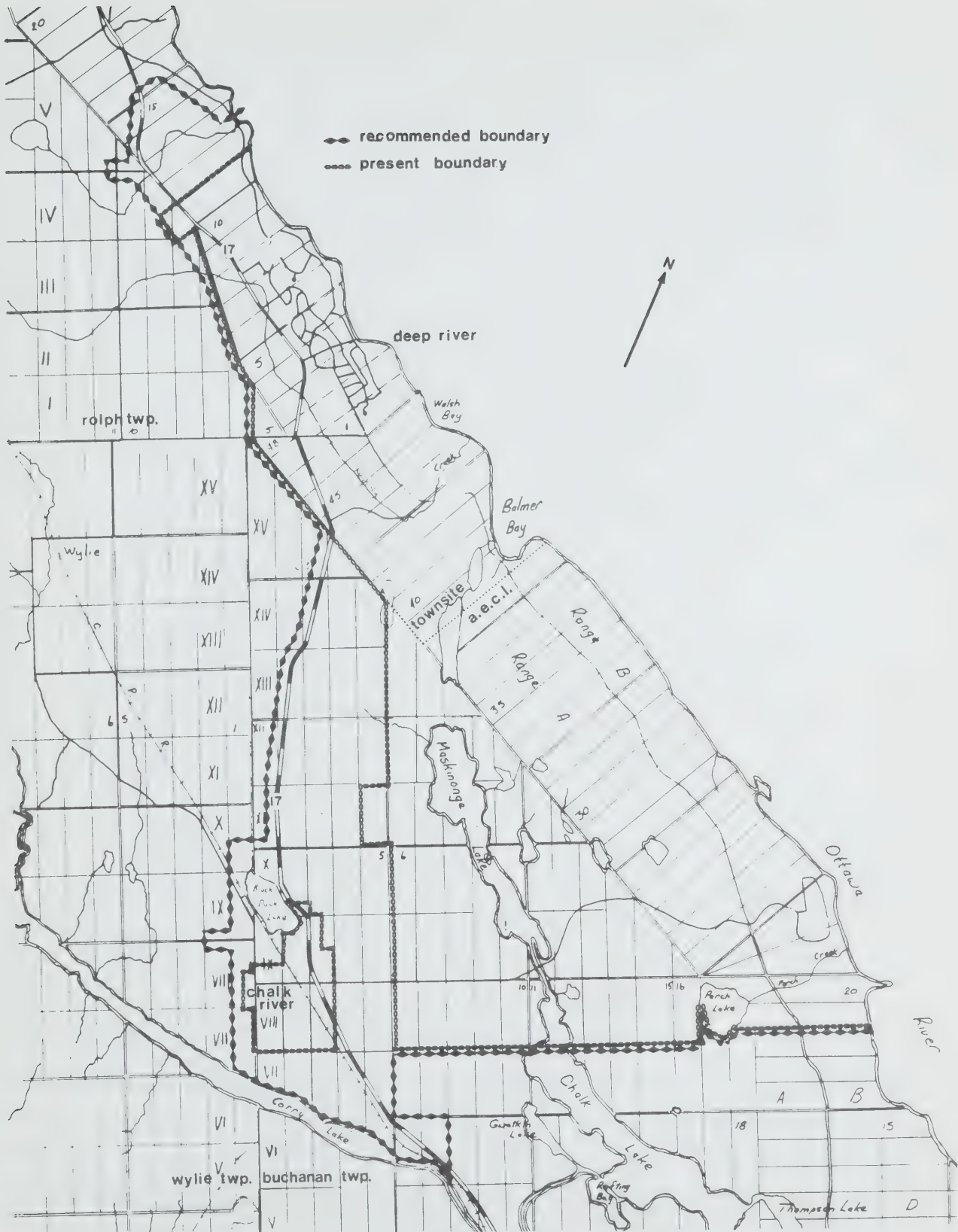
map 6



County of Renfrew - City of Pembroke Restructuring Study

CONSOLIDATED URBAN MUNICIPALITY
(Arnprior, Braeside and part of Township)

map 7



County of Renfrew - City of Pembroke Restructuring Study

CONSOLIDATED URBAN MUNICIPALITY
(Deep River, Chalk River and part of Township)

are very different communities in terms of the economic circumstances and the attitudes of the people. If that is true, all the more reason to bring the areas together and to foster a common sense of purpose. The move would not of course be constructive if all the new and improved municipal amenities were to be located within the old Deep River townsite. Chalk River has managed in spite of a very limited tax base to accomplish a number of worthwhile improvements in community services and, in a consolidated municipality, improvements in services within the Chalk River area should most certainly be continued.

When restructuring involves the merger of two complete municipalities, the question arises as to the name to be given the consolidated municipality. There may be a wish to explore this question, especially in the case of the Deep River–Chalk River merger. Where there is sufficient local demand, a referendum can be arranged to decide the municipality's future name.

Two particular concerns have been expressed to me relating to the proposed enlargement of the urban municipalities. One is for the preservation of good agricultural land. The City of Pembroke, for example, is surrounded by good farm land and urban growth can hardly avoid some encroachment on Class 2 or Class 3 land. I have tried to be cautious in the expansion of urban boundaries for this reason and I have endeavoured to build in a further protection through the creation of the boards of residents for the areas concerned. Such boards will function similarly to a planning board, in being assured of the opportunity to furnish advice to Council on specified matters.

The second concern is that urban municipalities may not be able to afford immediately to extend piped water and sewer services to the fringe developments brought inside their boundaries. The Cotieville area outside the Town of Renfrew was cited to me as a case in point. The enlargement of boundaries is not intended necessarily to result in speedy extension of full servicing to all the new areas brought within the urban municipality. To reduce the pressure to extend services and to provide an equitable tax position, lands desig-

nated as coming within limited service areas will benefit from reduced taxes and rates while so classified.

The enlarged Petawawa will have a population of almost 12,000 and an electorate approaching 8,000. That it should have town status is obvious. Eganville, as enlarged, will contain a population of almost precisely 2,000, the minimum number for a town, and an electorate of some 1,500. In addition, I suggest that Eganville warrants promotion as a secondary growth area. Town status will lend desirable support to this objective.

The changes that I have recommended will have the effect of entirely eliminating villages from the permitted types of local municipalities and of replacing them by urban service centres. If independent incorporated villages were to disappear elsewhere throughout Ontario, the urban service centre might take the name village.

16. Limit to two the permitted types of incorporated urban municipalities within Renfrew, towns and cities, and make them subject to the population requirements contained in The Municipal Act.

Rural Mergers and Transfers of Territory

Rural mergers that I consider necessary to create viable units of government have been worked out after taking into account the enlargement or reduction of rural municipalities through changes in the County's outer boundary, and the effect upon rural municipalities of urban expansions and consolidations, and of converting four smaller villages into urban service centres that will thereupon form part of the township in which each is situated. The required mergers have been planned with full consideration of the options for merger in each area and the effect of each possible merger on the options that then remain open elsewhere. The changes are shown on Map 8, including also changes in outer boundaries and the approximate enlargements of urban municipalities.

It has been impossible to create a pattern of mergers that is fully in accord with the preferences of local people. For example, it was suggested to me

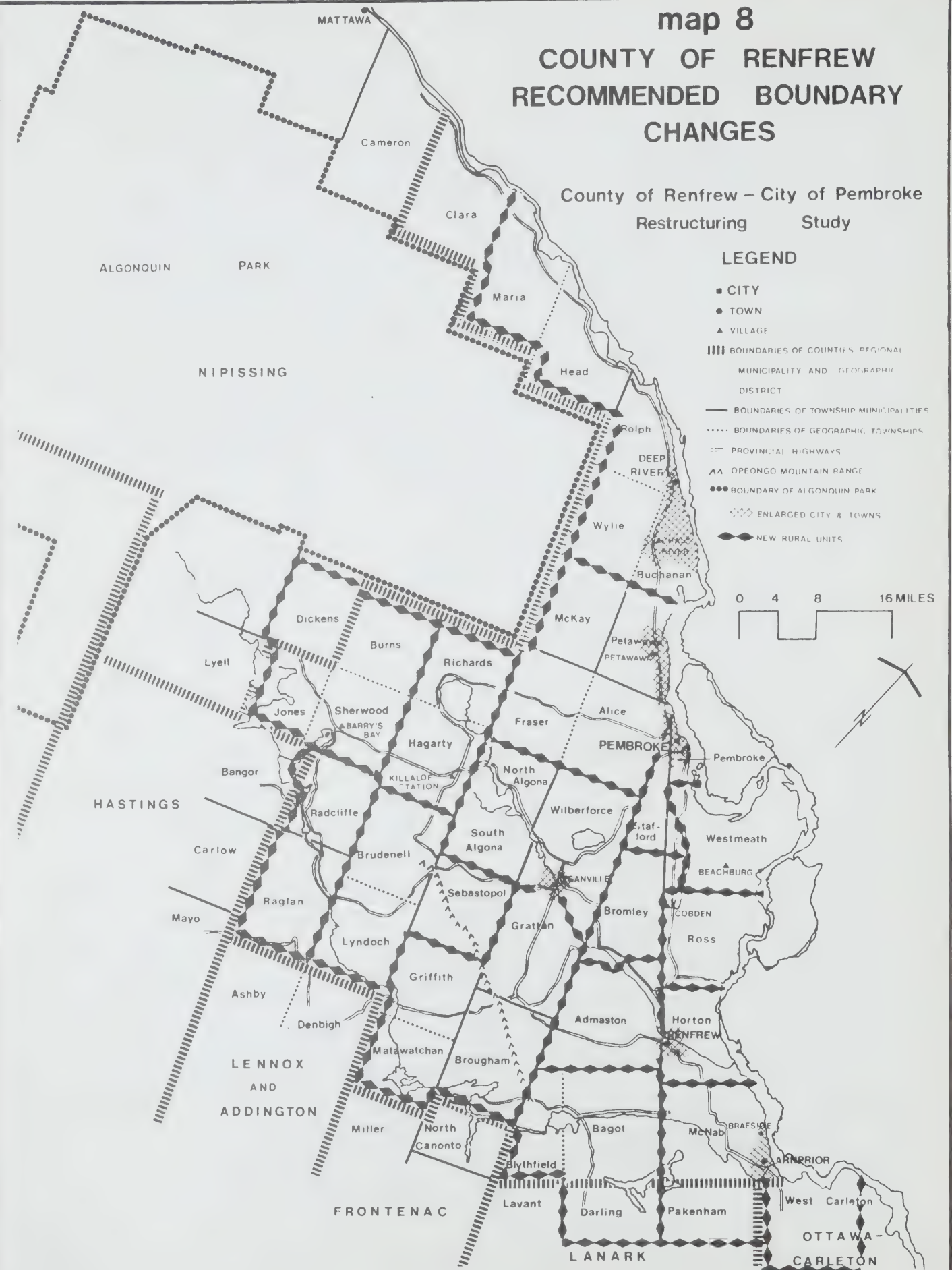
map 8 COUNTY OF RENFREW RECOMMENDED BOUNDARY CHANGES

County of Renfrew – City of Pembroke
Restructuring Study

LEGEND

- CITY
- TOWN
- ▲ VILLAGE
- ||||| BOUNDARIES OF COUNTIES, REGIONAL MUNICIPALITY AND GEOGRAPHIC DISTRICT
- BOUNDARIES OF TOWNSHIP MUNICIPALITIES
- BOUNDARIES OF GEOGRAPHIC TOWNSHIPS
- == PROVINCIAL HIGHWAYS
- AA OPEONGO MOUNTAIN RANGE
- BOUNDARY OF ALGONQUIN PARK
- ◇ ENLARGED CITY & TOWNS
- ◆ NEW RURAL UNITS

0 4 8 16 MILES



that Alice and Fraser and Wilberforce be joined. To do so would have made it impossible to create satisfactory rural units in the northwest part of the County. Again, my attention was drawn to a dispute between Wilberforce and North Algona as to the maintenance of a boundary road that had ended in court proceedings. In this atmosphere it would not be a good idea, I was told, to merge Wilberforce with North Algona. Yet I could not see sidestepping that merger for an alternative that would prove far less satisfactory in the long term.

There has been recognition by some members of County Council that five or more of the very smallest municipalities are probably too small to continue on their own. My information is that at least one municipality, South Algona, made overtures to amalgamate with a neighbouring municipality. Furthermore, at the public hearings there has been some acknowledgement of the inadequacies of part-time municipal staffing. One clerk-treasurer came forward to report the frustrations of part-time service. The reeve of another municipality wondered if the County might offer legal services to strengthen the performance of the smaller rural townships. The mayor of one of the towns suggested that a clerk should be required to provide resource material for the elected representatives so that they could cope more effectively with their responsibilities. Such a task is clearly beyond the capacities of most part-time people.

Besides merging whole municipalities, I have in two instances transferred territory from one municipality to another. Recommendations 17 and 18, covering the transfers, must be recognized as modifying the mergers listed in recommendation 16.

I have been encouraged to recommend more internal boundary adjustments. For example, North Algona provides services into the southeast corner of Fraser Township. A boundary change could have been recommended there. Again, I was told that Admaston's north and south areas are not at all close to one another and that they might better be separated. I do not consider it my responsibility however to search out and dispose of all such local questions. If I can discern and advocate the basic changes that are needed, that should suffice.

17. Join the following rural units:

- i) Head and Maria and Rolph, Wylie and Buchanan (but not McKay)
- ii) Alice and Fraser, Petawawa and the geographic township of McKay
- iii) Pembroke and Stafford
- iv) North Algona, South Algona and Wilberforce
- v) Brougham, Grattan and Griffith and Matawatchan
- vi) Brudenell and Lyndoch and Sebastopol
- vii) Radcliffe and Raglan

18. Transfer to South Algona the northwest part of Grattan, delineated by extending the South Algona-Sebastopol boundary northeastward to the point where it meets a southeasterly extension of the southwest boundary of Eganville as enlarged.

19. Transfer from Westmeath to Bromley the area west of Muskrat Lake and south of the Snake River and from Westmeath to Stafford the area enclosed by Snake River, Muskrat Lake, the Muskrat River and Mud Lake.

The transfer of a portion of Grattan to South Algona gives that part of the recommended enlarged municipality its own access to Eganville. The transfer of territory west of Muskrat Lake to Bromley and to Stafford gives the transferred territories better access to municipal services and makes two relatively small rural units somewhat larger.

Enlargement of County Functions

The following recommendation lists all proposed new County functions and all existing County functions that would be expanded or strengthened. It omits existing County functions that would remain as they are. Explanations of each new or expanded County function follow the recommendation in the same order as listed in the recommendation.

20. Assign to the County:

- i) the status of a conservation authority responsible for all lands draining to the Ottawa River except lands under the jurisdiction of the Mississippi Valley Conservation Authority
- ii) expanded road responsibilities, supported by County-wide taxation, covering
 - a) maintenance services on an enlarged County road network that embraces present 500 series provincial highways and selected township roads outside the present Good Roads System but excludes all streets in urban municipalities
 - b) construction work on all municipal roads, except where a local municipality employing a full-time professional engineer chooses to take responsibility for its own construction and claim a road rebate
- iii) the control over the location of all solid waste disposal sites and the right to own and operate solid waste disposal facilities
- iv) responsibility for evaluating and transmitting all District Health Council reports to the Province
- v) responsibility for general welfare assistance
- vi) authority to develop and manage resource properties, regional recreational parks, historic sites and restorations, and other public tourist attractions
- vii) responsibility for approving local official plans, plans of subdivision, land severances and restricted area (zoning) by-laws and for hearing appeals from committee of adjustment rulings
- viii) responsibility for formulation and publication of County land use and development strategy plans within the provincial framework
- ix) responsibility for providing development research services to local municipalities in support of industrial promotion and tourism
- x) authority to engage in public housing, land assembly and land servicing
- xi) the right to levy property and business taxes directly
- xii) responsibility for tax billing on behalf of all municipalities and school boards
- xiii) the power to borrow beyond the term of council and to authorize and carry out such borrowing for local municipalities within an overall limit set by the Province

- xiv) the power to make unconditional grants to the local municipalities, calculated with reference to the strength of their tax and revenue sources and the extent of their service requirements and cost levels
- xv) the power to create and alter boundaries of urban service centres and to phase out limited service areas
- xvi) the power to arbitrate joint service agreements between local municipalities
- xvii) authority to contract with any local municipality to provide or receive any municipal services, including professional or technical aid.

Conservation The report of the Select Committee on Conservation Authorities, 1967 recommended that all southern Ontario be covered by conservation authorities. Renfrew remains virtually without such coverage presumably because of the extent of the responsibility and the cost that would be thrown on sparsely populated areas by assuming this function.

Where restructuring has taken place, the restructured second-tier municipality becomes responsible for naming the municipal members to conservation authorities, usually persons who are agreeable to the local municipalities in the areas concerned. That procedure should be followed in appointments to the Mississippi Valley Authority. For the remainder of the County however it is entirely practical to place the responsibility directly under the County Council, provided the Province will dispense with the right to representation on the authority as a condition of furnishing financial assistance. Implementation of the recommendation will require Provincial Government consent to such an arrangement.

The drainage basins within the County of Renfrew also extend into remote portions of the Counties of Frontenac, Lennox and Addington, Hastings and Haliburton. In due course it may be necessary to provide for limited representation from these areas for the consideration of water management questions involving them. With respect to the provision of parkland and recreational facilities, the County Council can continue exclusive control within its own boundaries.

Roads It has been suggested to me that the expansion of the Good Roads System was turned down a few years ago because it meant assuming responsibility for the secondary provincial highways. Whether that was the particular point at issue, the plan seems to have foundered on the basis of the sharing of road costs between the Province and the County and its local municipalities.

The similarity between the County and much of northern Ontario warrants noting that, in northern Ontario, the equivalent of County roads are entirely a provincial responsibility. My hope is that negotiation with the Province on the above recommendation may result in an offer of continuing financial assistance from the Province sufficient to encourage the County to accept the expansion of its roads system.

Provincial officials have volunteered to sit down with County officials to consider the practical details of implementation of these road recommendations. They should at the same time be asked to re-examine the entire question of grant support for County and local roads throughout Renfrew.

The inclusion of stretches of roads within urban municipalities in the County road network has always seemed to me artificial. A good illustration is the offer that was made to Deep River in conjunction with the proposed expansion of the Good Roads System five years ago. The proposal was that a loop route from Highway 17 along Deep River Road and Ridge Road be declared a County road. To have done so would have contributed nothing genuine to a County road network. The designation would have been mere appeasement and Deep River recognized it as such.

In my opinion, full County responsibility covering a network of non-urban roads together with construction responsibilities for both urban and non-urban roads will provide an equitable arrangement. It will remove a substantial road cost from local municipalities and redistribute it on the basis of County taxation, with an equalizing effect.

County responsibility for all construction will enable construction work to be planned on the basis of roads needs studies and to be given priority

according to need. A qualified professional engineer will be responsible for preparing tenders, letting contracts and supervising construction where the work is to be contracted out and for planning and directing such construction work as the County department can do for itself.

The City has a competent professional engineer at the head of its road department and two towns have had such staffing in the past. I have no objection in these circumstances to local jurisdiction over construction with a rebate arrangement in recognition of the additional responsibility assumed locally.

Solid Waste Disposal It may not seem necessary for the County to assume solid waste disposal responsibilities in a county so large and thinly populated. Yet joint solid waste operations being undertaken by six municipalities in the Pembroke area would seem to indicate that individual disposal arrangements are not good enough in all circumstances. The County's right to participate can ensure that the quality of solid waste disposal is not damaging to the County's attraction as a tourist and playground area or to its long-term environmental well being.

Health Council Reports Renfrew must expect that a health council will be established in the near future. The Province permits such councils to report through the County Council where the County so wishes and is regarded as capable of this review function. My contention is that the County should be expected to perform this function and should equip itself to do so.

General Welfare At the study session opinion was divided on the merits of County versus local jurisdiction over general welfare. Among the three groups that reported on the subject most specifically, one favoured County control, another local control, while the third reported that opinion was split on the matter. My meetings with local councils and the submissions made at the hearings have each disclosed strong opinions pro and con, with those against the County level of responsibility in the majority. The private

interviews however have produced a majority opinion in favour of County welfare.

I favour welfare at the County level because I believe there is much more to this service than policing the eligibility for welfare and keeping a tight rein on the amount of money paid out. In Renfrew where unemployment is chronic, the need to encourage and support the unemployed in rehabilitative efforts is paramount. Such a service cannot be supplied when the responsibility is handled on a part-time basis by a municipal clerk or his reeve.

A county welfare service need not and should not be administered entirely from one central point. There are already district offices for a variety of what I call human betterment services throughout the County. Some are municipal and others are provincial services. It would seem desirable and entirely possible to develop multi-service district offices and to build close collaboration among field workers concerned with provincial family benefits programs, child welfare investigation, care of the aged, nursing services and general welfare assistance.

Resource Property Management The County of Renfrew is interested in developing its tourist and recreational attractions and has already made some direct investment in this field. The County has authority to own and manage parks and recreational areas. What is being suggested here is that the legislation restructuring Renfrew should broaden its powers in this area in order to encourage its direct participation in a variety of tourist and recreational development activities.

The submission of Rolph, Buchanan, Wylie and McKay draws attention to the Highview area in the easterly part of Buchanan Township. It is said to be the finest recreational site between Ottawa and Mattawa. In an area of four square miles there is an untouched wilderness and lake area with about sixteen miles of waterfront almost all suited to recreational development, including three or four miles of sand beach. The area is under the control of the Department of National Defence but is said to be of limited value for training. The municipi-

pality therefore proposes that it be made the subject of an exchange for land in McKay Township south of the Petawawa River. If this site becomes available the County can assume responsibility for developing and managing this park playground.

Planning Approvals In its submission, the Town of Deep River supports restructuring in principle and hopes that as a result the municipalities can assume some present provincial responsibilities with respect to land use planning, environmental standards and welfare. I agree with this approach and I am recommending several transfers of authority from the Province to the restructured County. The planning approval powers I propose will require the County to proceed further with the development of a professional planning capability at the County level through which to furnish aid and counsel to local municipalities.

Development Strategy With leadership capabilities in planning and development, the County will be in a position to take the initiative in filling out the development strategy that has been mapped out for Renfrew by the Provincial Government. More important, the County must set the guidelines for land development throughout Renfrew if it is to be entrusted with planning approval powers.

The development strategies which the County formulates must include policies governing land severances and plans of subdivision. The County must interest itself in reversing the current proliferation of residential ribbon developments and the scatteration of urban dwellings far beyond the boundaries of urban municipalities both by refusing indiscriminate approval of land severances and plans of subdivision and by positive encouragement of sound forms of development on serviced land.

Development Research The County's work on industrial promotion has suffered from the lack of a clear definition of the desirable sharing of responsibilities for industrial promotion and tourism between the County and the local municipalities. My view is that the County should confine its

work to research services that will afford factual reinforcement to local efforts in the promotion of new industry and tourism.

Housing The authority proposed for the County with respect to housing, land assembly and land servicing will enable it to give some direct encouragement to moderate-priced housing within the enlarged urban municipalities.

Taxation The County will levy its own taxes directly as the County Board of Education does now. Local municipalities will continue to have direct powers of taxation.

Tax Billing Advantage can be taken of the mechanized and automated records that have been developed for property assessment purposes and made available for tax billing purposes. In sending out bills, the County will be expected to identify separately the taxation for County, local municipal and school purposes.

Borrowing It is proposed that the Province give the County an overall borrowing limit on borrowing for its own purposes and on behalf of the local municipalities. This will simplify the provincial control and place a responsibility on the County to oversee local borrowing.

Equalizing Grants The County will be permitted to make grants to its local municipalities, strictly for the purpose of equalizing their financial circumstances. It will be required to base any such grants on an appropriate study of the financial resources and spending requirements of the local municipalities.

Service Boundaries The County rather than the Province, will be asked to approve the establishment of new urban service centres and the expansion of their boundaries to accommodate their growth. A similar power used to be exercised by counties with respect to police villages. As urban development proceeds the County will also make adjustments to the boundaries of the limited service areas on the fringes of the urban municipalities.

Service Agreements The County can play a useful role in encouraging joint service arrangements by local municipalities for such purposes as fire protection, recreation and public library services.

Service Contracts Even with the recommended consolidations of rural municipalities, the municipalities will be small enough to continue to require professional and technical aid if they are to improve the scope and quality of their services to the extent that is desirable. The County should also be able to collaborate with the City and other of the stronger municipalities in obtaining services from them where this will result in cost savings or greater convenience.

County Council

21. Replace the present County Council by a 26-member Council elected by general vote within the constituencies defined on Map 9, initially for a term of three years, including one preparatory year, and thereafter for terms of two years.

At the conclusion of the second public meeting in Arnprior, a person prominent in the community told me that the system of direct election of school trustees is now working well and that it has eliminated undesirable parochial pressures upon the trustees.

Direct election of County councillors has been favoured in submissions by the Town of Deep River, which prefers a smaller council, the Township of Rolph, Buchanan, Wylie and McKay and the Renfrew North New Democratic Party Riding Association. It is not new to this Province, having been in effect for ten years at the turn of the century.

The provision for directly-elected councils commencing in 1897 was a highly controversial measure. The experiment was undermined after seven years by amending legislation that permitted a majority of the local councillors within a county to authorize a return to the old type system. Three years later, direct election was legislated out of existence.

County of Renfrew – City of Pembroke
Restructuring Study



6 500 • ESTIMATED ELECTORATE



When the return to ex-officio representation was announced, a delegation of more than 200 county councillors representing more than half the counties in the Province met with the provincial Premier to urge retention of the system of direct election. Direct election was also backed by the highly respected Municipal World, which pointed out that, in seven years, the directly-elected councils had succeeded in reducing current spending by the counties by an average of \$635,000 annually, a drop of 21 per cent, and had increased the county assets by an average of \$132,500 annually. The real reform that the World saw as needed was a two year term in office.

The plan I have put forward follows the earlier model in providing for multi-member constituencies, except for the most remote constituency in the south part of the County. It differs from the earlier plan in making the electoral boundaries conform in so far as possible with established local municipal boundaries. And today of course we have the two-year term. In three instances where it has been necessary to cut across boundaries of the proposed enlarged municipalities, the lines conform with the boundaries of the existing municipal units. In the northwest, Deep River and Petawawa are each combined with the surrounding rural areas in the same constituency. This arrangement was proposed to me as a means of avoiding the creation of constituencies extending over too great distances.

The electoral plan for the County Council follows the numerical limits contained in the Proposals in Outline--one member, 2,400 to 4,000 electors; two members, 4,000 to 8,000 electors; three members, 8,000 to 12,000 electors; and four members, 12,000 to 16,000 electors. As the map shows, it provides generally for a greater number of electors in the urban or mixed urban-rural constituencies than in the predominantly rural constituencies. Furthermore, the use of electors rather than resident population tends to provide a further practical weighting in favour of the rural areas because non-residents take a less active part than residents in municipal elections.

22. Elect the warden and the chairmen and members of committees from the council by the members for a two-year term.

This restructuring study has lapped over into three calendar years. As a result, I have dealt with three wardens and three differently-constituted study committees. The Village of Beachburg's submission supports a two-year term for warden and for the chairmen and members of the standing committees. The change has been viewed favourably by most people I have talked with.

One submission that supported a directly elected County council wanted the warden elected by general vote throughout the County. That would, in my opinion, place undue time demands and excessive campaign costs on candidates for this office.

23. Make County councillors ineligible for concurrent service on a local municipal council, except in the initial preparatory year of the restructuring changeover.

24. Permit a member of an urban service board or a board of residents to serve concurrently on the County Council but not on the local municipal council.

The responsibilities of the County Council include approving local municipal planning and borrowing, making equalizing grants to local municipalities and acting as arbiter on inter-municipal service agreements. The County also is empowered to alter the boundaries of urban service centres and limited service areas. The exercise of these powers makes for potential conflicting interests with the local municipalities. It is therefore not appropriate for those elected to one level of municipal government to hold concurrent office at the other. During the initial preparatory year, before the new County becomes operational, dual service is acceptable because no conflict will arise.

A similar problem can exist between an urban service centre and the township of which it forms a part. There may for example be negotiations

between the township and its urban service centre on the contractual extension of certain services from the urban service centre into adjacent parts of the township. Again, there may be competition between the urban service board and the township council for access to capital borrowing requiring County approval. This makes it undesirable to permit members of an urban service board to sit concurrently on their township councils.

With respect to the board of residents, the problem is different but the principle is the same. The function of the board of residents is to advise and seek to persuade the urban municipality as to the special circumstances of its area. A member of the board of residents should not therefore sit on the urban council that will decide upon its recommendations.

There is some potential conflict between a person's role as a member of an urban service board or a limited area board and as a member of County Council. If the County is called upon to alter the boundaries of an urban service centre or a limited service area, the conflict is clear. When a county deals with land use proposals relating to an urban service centre or a limited service area in a local official plan, a potential conflict is equally plain. But such points of conflict are likely to be infrequent and of small moment. Hence a County councillor who also sits on an urban service board or a board of residents can declare his interest and refrain from participation and voting while the County deals with the matter in question.

In apportioning municipal service responsibilities between the County and its local municipalities I have attempted to maintain as clear-cut a division of responsibilities as possible between the two levels of government. Both the County and the local municipalities will be concerned with roads and with planning matters but in large part the functions will be entrusted exclusively to the one level of government or the other.

There will none the less be some requirement, although a limited one, for liaison between the County and the local municipal governments. To meet this need, I am recommending the establishment of four inter-municipal

liaison committees, one for the central area and one each for the east, the west and the south. The territories to be covered by each committee are defined by County electoral areas, which are delineated on Map 9. On that map the letter "C" has been marked on the two rural constituencies within the central area, which of course also includes the City of Pembroke. The letter "E" is shown on the two rural constituencies to the east and this area also includes the urban constituencies of Renfrew and Arnprior and Braeside. The letter "W" has been placed on the two constituencies to the west while the letter "S" is shown on the three constituencies in the south.

The recommended liaison committees have been listed in Schedule 3. Membership includes the County councillors elected from each area and a representative from each local municipality situated within or partly within that area. There are in fact only two municipalities that will overlap the liaison committee boundaries, namely, Alice, Fraser, McKay and Petawawa and North Algona, South Algona and Wilberforce. Where the local municipalities do not overlap the liaison committee boundaries, the head of the local municipality will in each instance be the representative on the liaison committee. Where such an overlap exists, the local municipality must designate the head of the municipality to sit on one liaison committee and may either designate that person or another council member to sit on the second committee.

Creation of inter-municipal liaison committees for each of the four main districts of the County will serve some useful purposes. It will ensure that the County Council is aware of the divergent interests of the different parts of the County. It will make it possible to hold liaison meetings in one or more districts of the County as circumstances warrant. It will make liaison meetings convenient and reduce the time and cost of attendance.

25. Establish four inter-municipal liaison committees for each of the central, east, west and south parts of the County as shown on Map 9 with representation of the County councillors and heads of the local municipalities from the municipalities entirely within each area and the head of the municipality or an alternate member

SCHEDULE 3

County of Renfrew - City of Pembroke Restructuring Study

INTER-MUNICIPAL LIAISON COMMITTEES

(For this schedule, the names of merged units have merely been combined alphabetically excluding urban service centres whose names will be used for their separate identification and not in the township names)

CENTRAL RENFREW

15 members including 8 county councillors and the heads of the City of Pembroke
Alice, Fraser, McKay & Petawawa *
Bromley
North Algona, South Algona & Wilberforce *
Ross
Pembroke & Stafford
Westmeath

SOUTH RENFREW

12 members including 5 county councillors and the heads of the Town of Eganville
Brougham, Grattan, Griffith & Matawatchan
Brudenell, Lyndoch & Sebastopol
Burns, Dickens, Jones & Sherwood
Hagarty & Richards
North Algona, South Algona & Wilberforce *
Radcliffe & Raglan

EAST RENFREW

15 members including 8 county councillors and the heads of the Town of Arnprior & Braeside
Town of Renfrew
Admaston
Bagot & Blythfield
Fitzroy
Horton
McNab

WEST RENFREW

9 members including 5 county councillors and the heads of the Town of Chalk River & Deep River
Town of Petawawa
Alice, Fraser, McKay & Petawawa *
Buchanan, Head, Maria, Rolph & Wylie

* May designate another member of council to serve on one of these committees.

from each of the two local municipalities that overlap the liaison committee boundaries.

County Organization and Use of Local Boards

26. Group the service responsibilities of County Council under no more than five standing committees of about five to seven members each with the option to include one or two co-opted members and to provide the latter with a modest annual stipend.

My purpose in setting limits on the number of standing committees and their memberships is to ensure that work can be processed effectively through a committee system which can be enriched, if desired, by drawing upon the services of persons outside the council who have particular competence in certain fields.

In the Proposals, a suggested breakdown of committee responsibilities was included, as follows:

- #1 – roads & bridges; solid waste disposal
- #2 – social services; public housing, land assembly & servicing
- #3 – resources development & management; conservation
- #4 – development planning & research; planning approvals, definition of urban service centres & limited service areas
- #5 – finance & taxation; borrowing approvals, grant-making; County administration & property management

It appears that this suggestion has met with wide acceptance.

27. Permit the County to be represented on pertinent non-governmental bodies but eliminate in so far as possible assignment of responsibility to special purpose bodies for public services at the County level.
28. With Provincial Government advice, the new council to explore
- a) ways of bringing all County-level public welfare services together, while respecting the professional standards and confidentiality of existing services (especially child welfare) and
 - b) the most effective means of coordinating the health and welfare services.

A county council is customarily asked to name representatives to certain public service bodies that are not strictly a part of the local government system. Examples are public hospitals, social planning councils and individual voluntary service agencies. Such contacts between the county and these voluntary, non-profit organizations are decidedly useful and should be continued.

The County has been meeting its responsibility for health and welfare services through special purpose bodies that include County councillors on their governing boards while functioning with a substantial measure of autonomy. In my opinion it would be helpful to bring such services closer to the municipal council. I suggest that no new special purpose bodies should be created at the County level and that, with the help of the Provincial Government, the desirability and feasibility be explored of bringing the health unit, homes for the aged and children's aid services more fully and directly under Council control. The change is one that involves a number of sensitive issues and that should, in consequence, be approached carefully, making use of the experience and assistance that the provincial authorities can provide.

The idea that public welfare, or what might better be called social assistance services, for the young, the aged, the bread-winners and their families should be operated as a single integrated service did not originate with myself. It was put to me as a suggestion in one of the early meetings with local municipal councils. It strikes me as an idea well worth pursuing:

At the present time there are two second-tier municipalities, Waterloo and York, in which the merging of health and welfare services has been undertaken experimentally. Whether Renfrew should be interested in such a development is dependent to some extent on the findings from these two experiments. In any event, close collaboration between preventive health and social assistance services is obviously desirable and should be promoted in the best possible way.

Local Organization and Use of Local Boards

The enlarged responsibilities proposed for County Council include transfers of responsibility from both the provincial and the local municipal levels in fairly equal proportions. The local municipal councils will thus have somewhat reduced responsibilities, although this will not mean a lesser work load if the range and quality of their existing permitted services is improved as one would hope.

The deputy reeves no longer sit on County Council and the reeves will not do so under the recommended form of restructuring. The reeves double as heads of the municipal governments in the villages and townships whereas in the towns the mayors hold this position. Hence the position of deputy reeve in the townships and the positions of reeve and deputy reeve in the towns can be dispensed with. An alternate to act for the head of the municipality in his absence can be named without the degree of formality involved in retention of the present titles. If formal titles were to be retained, deputy mayor is a more appropriate, and less confusing title for use in the towns. But I incline to the less formal arrangement.

29. Replace each deputy reeve in the townships and each reeve and deputy reeve in the towns by councillors elected by general vote.

The enlargement of the rural municipalities through outer boundary expansions, mergers of townships, annexations of part townships and conversions of villages to urban service centres may result in a demand for the introduction of a ward system of elections. A similar demand may arise in one or more of the towns. The problem can be simply solved by deeming the townships and towns to be in unorganized territory for the purpose of determining the composition of the councils.

30. Provide that the towns and the townships are deemed to be in unorganized territory for the purpose of determining the future composition of the councils under The Municipal Act.

The following recommendations are designed to give the local municipal councils control over the use that is made of local boards in the operation and management of particular municipal services. In my opinion, discreet use of local boards can be of genuine benefit, especially in the smaller municipalities, in enlisting additional volunteers to share the policy responsibilities for municipal services, provided the councils maintain effective control over the use of these bodies.

31. Permit a local municipality by vote of Council and with public notice to bring any local government service that operates within the municipal limits and is governed by a local board directly under Council, the change to take effect after the next municipal election.

Even with the recommended enlargement of the rural municipalities, the units will remain relatively small in population and electorate. To help them to provide services in the most effective manner recommendations follow dealing with contracting for municipal services and providing for inter-municipal management and operation of such services.

32. Give any local municipality the authority to contract with any other local municipality or with the County to provide or receive any municipal services, including professional or technical aid.
33. Permit two or more local municipalities by vote of each council and with public notice to set up a joint board for inter-municipal operation of any service that a local municipality may provide, the change to take effect after the next municipal election.

Provincial Grants and Payments

34. Make Renfrew eligible for provincial grants and payments on an equivalent basis to a regional municipality and its constituent municipalities that is situated in northern Ontario, including start-up payments and transitional grants.

My recommendations for restructuring in Renfrew do not involve the extent of changes that regional municipalities have undergone. However they are appropriate and sufficient in my opinion for the County of Renfrew's circumstances. Consequently if they are implemented the Province should I believe provide grant support on an equivalent basis to a regional municipality. In addition, conditions such as Renfrew's distance from markets and sparsity of settlement make it appropriate to provide Provincial assistance to the same extent as in northern Ontario.

The benefits that will accrue to Renfrew by the grant status recommended are now summarized.

- (1) The unconditional per capita grants payable to metropolitan, regional and district municipalities and the restructured County of Oxford are on a more generous basis than the grants to other municipalities.
- (2) A special support grant is available to the municipalities in northern Ontario over and above the unconditional resource equalization and general support grants payable to other municipalities.
- (3) On road grants, the formula for assistance to counties on construction and maintenance is less flexible than that applicable to regional municipalities. On the other hand, county roads can be declared as development roads with up to 100 per cent of construction and maintenance costs paid by the Province whereas this method of support is not available to regional municipalities.
- (4) Renfrew has been receiving 75 per cent grant support as a district health unit. By dropping areas outside the County, it will be cut back to 50 per cent grant support unless through restructuring it qualifies for district health unit status on its own like the regional municipalities and restructured Oxford.
- (5) The Minister of Health may pay special capital grants to hospitals in northern Ontario of as much as one-sixth of the cost, with specified

per bed ceilings however for municipalities of over 12,000 population.

- (6) Municipal housing policy study grants are subject to an upper limit of \$15,000 in Renfrew's present status. For a regional municipality the limit is \$30,000.

Regional municipalities have been given special assistance to cover start-up costs at the upper-tier level, usually taking the form of a one-time grant to cover the necessary development for improvement of services by the regional municipality. This assistance should include the costs of the first County Council elections and their expenses during the preparatory year. The Province also pays transitional assistance following regional restructuring. It is based on increased costs resulting from expected service changes. The amount of assistance awarded for the first year is scaled down to 80 per cent in the second year and progressively to 20 per cent in the fifth and final year.

Restructuring also involves other financial assistance that is not dependent upon obtaining regional or equivalent status. Under The Municipal Subsidies Adjustment Act, boundary changes are followed by the continuation of road grants at the pre-existing percentage differences within the parts of a municipality that have been brought together. These differences are phased out over a period of five years.

35. Provide extra support to Renfrew for conservation as favoured by the 1967 Select Committee Report.

In 1967 grants to conservation authorities were limited to 50 per cent of the operating costs. This remains the standard percentage, although under current regulations higher percentages may be set. At one point the report of the Select Committee stated:

Where the local economy is based on marginal agriculture and seasonal woods or tourist operations, the local assessment to support a conservation authority is simply not available. It is

often in such areas that conservation practices are most urgently needed. (page 20)

The quotation's applicability and Renfrew's need for extra support are plain.

36. Make Renfrew eligible for further financial support covering services taken over from the Province.

Planning and borrowing approvals, determination of changes in status and boundaries, arbitration of service agreements and provision of equalization grants to local municipalities are all functions proposed for the County of Renfrew that are now being performed by the Provincial Government. The cost of carrying out such undertakings is met through Provincial taxation. If the work is to be taken over at the County level, funds to meet the costs of the work should also be forthcoming.

Keeping Costs Under Control

37. Subject to approval of the report in principle, the Restructuring Study Committee to receive \$50,000 from the Province to cover the costs involved in negotiating detailed plans for new or expanded services and for preparation of initial proposals for staffing and budgeting, including calculation of possible budget reductions at the local level.
38. Pay members of the new County Council \$5,000 per annum, the head of Council an extra \$5,000 per annum and the chairman of each standing committee an extra \$2,000 per annum.
39. Members of the new County Council to spend their first year planning and preparing for the change, including an exhaustive examination of short- and long-term requirements for staffing and accommodation and the preparation of current estimates for the first operational year and a capital budget for the first five years.

The extent of restructuring proposed for Renfrew is modest by comparison with restructuring changes elsewhere. Yet it constitutes an awesome

responsibility for those who must evaluate in advance the soundness of what is proposed and the resulting financial and other consequences for their people. If a contribution of \$2 million is warranted to support Renfrew's economic development strategy, some further investment in restructuring can be justified to keep Renfrew from either a leap in the dark or, more probably, rejection of change. If the present City and County Councils become seriously interested in improving the municipal structure, the six months following the release of this report can be a busy time of study and decision-taking. My proposal is that the two Councils consider the report in broad terms and, if prepared to support it in principle, be eligible for the required funds to subject the report to detailed scrutiny by the Study Committee.

The work that the present Study Committee can begin can be continued by the members-elect of the new County Council during the twelve-month period before the new County becomes operational.

Perhaps the biggest fear of restructuring that I have encountered in Renfrew is a fear of spending running out of control. It is all very well to ask the study commissioner to predict the cost of his recommended changes, and such a prediction could of course be made. It can be carried out more easily and examined more effectively however by the elected representatives and appointed officials who must understand and put the changes into practice if they are adopted.

I have been surprised that the recommended remuneration for the 26 members of the County Council has created unease and some sharp opposition. The suggested levels of pay did not seem unreasonable to me, bearing in mind that these County councillors will not hold concurrent positions on local councils, with some likely exceptions during the initial year in office. It is interesting to note, moreover, that the restructured County of Oxford also pays its councillors \$5,000 per annum. It gives nothing extra to committee chairmen, but the head of council is paid an extra \$10,000 per annum. Note also that all members of the Oxford council,

including the warden, are at the same time members of local municipal councils and have extra earnings accordingly.

By comparison with Oxford, the Renfrew system is expected to place more responsibility upon the chairmen of standing committees and less upon the warden. I might add that my figures were developed independently and that we learned later what Oxford County is paying its council. I am inclined to think it would be penny wise and pound foolish to pay less to the new County Council of Renfrew, but I do not feel strongly on the subject.

What does concern me, and that most seriously, is the conscientiously-held opinion of a good many people in Renfrew that the County cannot afford restructuring changes. My conviction is quite the opposite. I believe that, in a period of approximately a year and a half, the elected representatives and appointed officials of Renfrew can, if they choose, capture the benefits of restructuring at very little added cost to their local taxpayers. If that is correct, one reason will be a decision by the Province to give substantial grant assistance towards accomplishing the restructuring and helping the restructured municipalities during their early years.

While this report is being written, the Provincial Ministry of Treasury, Economics and Intergovernmental Affairs has been undertaking an analysis of anticipated changes in grants and payments and other related financial consequences of my recommended restructuring. A preliminary report is nearing completion, to be followed a little later by a full statement on the subject. It will be available to the participating municipalities in Renfrew.

Throughout the course of the study I have received the utmost cooperation from officials of provincial ministries and agencies. Specifically, in addition to the Treasury, the Ministries of Social and Family Services and Transportation and Communications have volunteered to send experts to Renfrew to work with the local people on the analysis of the recommended expansion of County jurisdiction over roads and the takeover of general welfare. I am sure that equally generous cooperation will be available for the asking from other ministries.

9 IN CONCLUSION

In conclusion, therefore, my hope is that the people of Renfrew will give thoughtful consideration to this report and its thirty-nine recommendations and that they will find in these proposals for restructuring a source of opportunity for continuing advancement of the Renfrew community.

